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ABSTRACT

These four issues of "ACCT Trustee Quarterly" contain articles on topics of current concern to community college trustees. The first issue contains articles on high technology, humanistic management, a legislative history of the "Apple" Bill, trustee-president relations, educational quality, part-time instructors, and health promotion through physical awareness. The articles in the second issue focus on physical and mental health services community colleges can provide, job training legislation, technological education, ethical issues, national concerns, open admissions policies, and trustee liability and immunity. The third issue contains articles concerned with shrinking resources, presidential accountability, community college foundations, rising costs, creative approaches to student financial aid, the need for a national training strategy, the coexistence of humanities and technology, and the community college role in economic redevelopment. Finally, the fourth issue presents articles on specialized programmatic accreditation, the trustee's advocacy role, public policy toward education, public relations and marketing, college governance, the community college's role in national economic development, fiscal constraints, the quality effects of board-president relations, and trustee ethics. (LAL)

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TrusteeQuarterly
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# TRUSTEE QUARTERLY

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VOLUME 8, NUMBERS 1-4, 1983-1984

ASSOCI [illegible] COLLEGE TRUSTEES

# TRUSTEE QUARTERLY

**Volume 8 Number 1 Winter 1983-84**

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# High Technology—Where Are We?

Vincent S. Darnowski, President
Housatonic Community College
Bridgeport, Connecticut

Two recent developments provided the motivation that impelled the development of this paper. The first was a preliminary report from a High Technology Council appointed by the Governor of Connecticut and the implications of that report for my college and the other community colleges of Connecticut. The second was a pair of recent announcements in the newspapers about high technology industries.

Consider first the two newspaper articles. In one of them, GE announced that it will be opening a facility in South Carolina for the manufacture of microelectronic components for its medical equipment division. Up to five hundred new jobs are projected for that plant. In the other, Sikorsky Helicopter announced that it will be opening a facility for manufacturing parts in Georgia. About two hundred and fifty to three hundred jobs are involved in that development.

GE has its corporate headquarters in Fairfield, Connecticut, about five miles from my college, about six miles from a GE manufacturing facility that is slowly being emptied out and in an area which has been losing manufacturing jobs regularly.

Sikorsky manufactures helicopters in the town of Stratford, about seven miles from my campus. The company's stated reason for not locating the new plant in Connecticut was that there is no room in the state. When this statement is weighed against the fact that the same sort of manufacturing is already being done in both Bridgeport and Stratford, one has to wonder about what jobs will be going to Georgia and, when one looks at the available land and facilities in the areas named, one has to wonder about the selling of Connecticut done by the state authorities.

Anyone who reads the papers recognizes that there is a clear, urgent drive on by almost every state and virtually every city in every state to attract high technology industries with the attendant jobs to their own area. The reasons for this include:

(1) the promise of employment stability and possible growth through the remainder of the century with high technology industries;

(2) the perceived economic and social threat to the so-called smokestack industry states. The emphasis is on perceived threat because there is some thought that there has been an over-reaction, that there is a phony war between high technology and traditional industry. The proposal, for which there is some evidence, is that the use of technology is transforming some of America's basic industry back into prime world competitors once more. Certainly, the transformations, for example, at the Ford Motor Company as more and more microelectronics are used in products and processes point in that direction.

(3) the extraordinarily painful employment dislocations during the past five to ten years which may continue even if this assertion of a phony war is correct. The dislocations result in high levels of unemployment, sometimes short term, and the attendant cost of benefits and health costs to communities. In fact, if the transformation of basic industry

through the use of high technology is actually occurring, then these dislocations will continue with even greater intensity. One of the major automobile manufacturers says that it has cut its plant capacity or size in two but can turn out the same number of cars per year or the number it needs at a respectable profit. That probably means more automated manufacturing and fewer people jobs. Under these conditions, job dislocations will continue.

In the competition for jobs and industry, community colleges have been painted as having a potential for direct training or retraining of workers for new types of jobs and for providing aid to their communities in the attraction of high technology industries. The industrialization policies of a number of states have made clear the critically strong role to be played by the technical and community colleges. The role of the community college, then, as a community based agent of change, a role that is stressed in most mission statements, is being further emphasized.

### What the Heck Is High Tech?

But before going on to examine some of the things being done in community colleges and by some states to attract high technology industries and train workers for them, it might be useful to define high technology industries. Mayors, Members of Congress, and business organizations all talk about high technology but few are definite about what it is.

Projections by the Federal Bureau of Statistics are dependent upon when it comes to the future of jobs in high technology. Unfortunately, the Bureau has difficulty defining high technology because, according to the head of the Bureau's Office of Economic Growth and Employment Projections, it is a new and amorphous field. A computer programmer is regarded as a high technology worker but a specialist in a steel plant control room working with computer aided systems does high technology work and might not be counted as a high technology worker.

One definition which might be offered is to say that high technology industries are those which:

a. demonstrate a high level of use of research and development;
b. use a strong base of information and information handling devices in their operations;
c. use the artifacts of electronics such as silicon memory chips and other related devices in products and processes; and,
d. have a minimal use of traditional raw materials such as iron, coal, oil and the like. In general, these are considered "clean" industries.

Some people would argue that many more jobs are high technology within traditional businesses; secretaries use word processors, accountants rely on computers, libraries use automated card catalogs. Discussion of that transformation is important but is not the focus of this article.

### The State of the Art

Getting back to consideration of training for and the attraction of high technology industry, there is activity across the board at the national, state, local community college and district level. The literature is full of snippets of information about these activities, most of which appear too new for definitive study. There appear to be, however, some general principles which point to success which will be touched on later.

At the district and local college level, a brief look at some activities from coast to coast seems a good way to go. There are undoubtedly many more excellent examples about which more will be heard in time.

Starting in the West, the Orange County

Technology Exchange Center in California is an example of what can occur when a number of institutions decide to cooperate. Four community college districts, along with other educational and governmental agencies, businesses and industries have come together to develop a single center which coordinates programs offered by the districts for local industry. That industry is concentrated in the electronic and aerospace sectors. The center is reported as serving as a broker identifying training possibilities at institutions for businesses which need them, acts as a clearing house for information, and surveys both needs and resources.

Still in California, the San Mateo Community College District announced plans a year ago to work with a consortium of telecommunications companies to train about 200 technicians a year to fill jobs with local companies. The program, to be designed with a core curriculum in electrical theory, electronics, telephony and related skills, will be largely paid for by the industry consortium.

William Rainey Harper College near Chicago, has established a relationship with a CAD/CAM training center near the college. For those not familiar with the jargon, the letters mean "computer aided design" and "computer aided manufacturing." Both represent changes in the way that products are put together. Both have implications for job development, job training, worker displacement and worker retraining. The role of Harper College in the operation of this center is to be a provision of training at all levels—management, engineering, technician and entry level workers.

Moraine Valley Community College, also in Illinois, is building a Center for Contemporary Technology. In that center, state of the art occupational and technical skills in robotics, computer integrated manufacturing, automated office systems, telecommunications, and applied laser will all be stressed. Technology work with the state's university research system to retrain and attract industry will also be pursued.

Lorain Community College, in Elyria, Ohio, is in the midst of building a high technology training center on its campus. This center will train and retrain workers for present and future area industries and act as a means of technology transfer to aid industry and the economy.

The work at Delaware Technical and Community College with its Institute for the Study of Advanced Technology is unique and most interesting. In this instance, the college will be attempting to predict the impact of newly developed technology on jobs in future years as well as provide for training opportunities.

South on the East Coast, Tri-County Technical College in South Carolina has opened its microelectronics center for innovation. This center, one of six being implemented in that state, will provide for high skill technology training in microelectronics—and may well have helped GE decide to build the plant mentioned earlier in South Carolina.

Probably not initially directed at high technology industries, there are some local community college district efforts in retraining which will undoubtedly have implications in that direction. The Metropolitan Re-Employment Project of the St. Louis Community College District received an award as an outstanding counseling and career guidance referral program for the unemployed. Since much of the activity related to high technology will involve retraining, the lessons of that program probably bear close study.

If the automobile industry is getting more and more high technology oriented, which seems to be so, the UAW/Ford Employee Development Center at Henry Ford Community College in Dearborn, Michigan will have an important job.

Cuyahoga Community College's skills center, like those developed at other community colleges, will aid in bringing into the high technology stream a segment of the community college's clientele, the urban poor.

The development of contacts between local community colleges or districts and area businesses is being strongly promoted at the national level by both the ACCT and the AACJC but the local efforts must be seen as an essential beginning. Variations on the idea of a BICCC (Business-Industry-Community College Coalition) have been reported as involving a number of colleges and groups of colleges.

As mentioned earlier, a number of states have begun to work at legislative or executive levels to look for ways to attract high technology industries. Some of these have developed industrialization policies which feature the efforts and the activities of the community and technical colleges as training agencies while others are still trying to find their way. Prime among those with articulated programs are North and South Carolina.

South Carolina began with its activities as long as a decade ago with the identification and development of a number of technical education centers. Building on that, the state has recently identified six community colleges as the sites for specific training activities in six areas—microelectronics, office skills, machine tools, robotics, water quality, and computers. The result of this policy for one South Carolina institution was indicated earlier.

North Carolina has decared a policy of having each of the fifty-eight community and technical colleges as a prime deliverer of training aimed at attracting potential employers to the state. One report about North Carolina, a year or two old, indicated that a capital investment of more than eight billion dollars by companies had been agreed to in a four-year period, an investment which would yield up to one hundred and twenty-one thousand jobs when the new plants were complete.

Virginia, Tennessee and Ohio are also reported to be states willing to aggressively put up funds to aid in the attraction of high technology industry. Emphasized in much of their efforts is tailor-made training of the type that cannot fit into the traditional curriculum structure of the colleges.

Other states have also moved ahead. Illinois has looked at the role of the community college in economic development with emphasis on assessment of training needs, providing tailor-made job training, and counseling the unemployed.

Missouri announced a plan to provide additional funds for high technology job training and retraining through a special legislative session.

Michigan formed the Education Advisory Committee to look at all of K to 12 education but with one key issue being attracting high technology jobs. There has also been developed in that state a Community College Job Training and Retraining Investment Fund.

Pennsylvania's fourteen community colleges have formed an Ad Hoc Committee on Economic Development which is attempting to find a role for the institutions in that state's development of high technology industries. A recent meeting of the community college association in that state was devoted to this topic.

Connecticut formed a High Technology Council but its role is defined as *preserving* the state's strong position in high technology employment. This appears to be in line with the state's motto which holds that he who transplants, prospers.

As the Council said in its preliminary report, nearly 650 high technology companies are located in Connecticut, employing more than 148,700 workers. About one-third of all manufacturing jobs in the state are in high technology and this represents about 10% of the state's total workforce. Over 100 high technology companies have moved into the state or expanded in the state since 1975.

The state ranks first in the percentage of its manufacturing workforce in high technology jobs, is first in the number of research laboratories per capita, is first in machine tools per hundred employees and so on. However, the state is tardy in protecting that position in not having an articulated policy for industrialization. There is satisfaction expressed in the Council's report with the number of institutions providing appropriate training. However, an industry group released a report only a short time ago entitled "Unfilled Jobs in the Midst of High Unemployment."

## Pitfalls and Cautions

When all is considered, however, some of the caution of Connecticut in not rushing ahead into investment of public money for private business development may be appropriate. There are a lot of reasons for looking carefully.

First, businesses don't always know what they want. They are often unable to provide details, for both competitive and corporate reasons, about their plans in the long-term future. Businesses operate on a much closer leash than educators do in probing the future although they don't seem to convey that impression.

Second, businesses will often prefer to develop their own training and education programs. Of the estimated twenty-five million Americans presently engaged in post-high school education, more than twelve million are in company programs. IBM spends more than a half billion dollars a year training their own people. Wang has developed a degree-granting technical institution while Xerox has a large University style campus outside Washington, D.C.

Third, industry's training needs may be saturated more quickly than we might expect. Programs may be much more short-lived than we would like to invest in. Unless there is continued growth or rapid turnover, entry level needs are readily met in most industry. New products or technologies may yield only short-term training needs.

Fourth, the community colleges may have to overcome a large number of presuppositions about their goals, aims and ability to deliver the kind of training that an industry will desire. The establishment of a relationship can take a lot more than just a few hours of discussion and persuasion. A view of the college as a largely remedial institution or a transfer college may well cloud prospects for success.

Fifth, the investment that the individual college may have to make to provide training may prove to be beyond its ability or the willingness of the taxpayers to bear. There are few community colleges which have demonstrated the willingness or the ability to make long-term investments in equipment and staff which do not rather quickly yield enrollment and which do increase the visible taxpayer rates.

## Indicators of Success

While examining those programs at technical and community colleges aimed at providing training in high technology, particularly those that are successful or show the greatest potential for success, there appear to be several common elements which might be looked at carefully when a plan is being put together to go in the same direction.

First, where success is found there appears to be very strong support at the state level in the form of a policy to urge and support the development of such programs. State level agencies are open with information which points to potential new developments, they develop materials which are used by potential employers of the persons trained and, at times pursue the institutions to do the training. There is also an availability of special state funds and the kind of support that encourages private sources to donate equipment and expertise.

Second, the institutions where things have apparently gone well have had job training/vocational education as a clearly identified goal for some time. All community colleges lay claim to occupational programs in their mission statement but in many instances, these are limited to office skills or business programs. Doing things with and for industry puts a new dimension in relationships and types of programs. In many community colleges, the majority of faculty and staff were brought on board when the major mission was thought to be the transfer function. Most are uncomfortable with the new role of working in job related activities or job interested students.

Third, where long-time commitment to industrial training has not existed before, there is willingness to plan and work for the long haul. Disappointment is greatest when the institution and its board expects a quick fix. None is available, for the industries expect a plan of action which reflects commitment including appropriately trained staff who can speak the language of industry.

Fourth, traditional patterns of curricula and courses were put aside for tailored training for at least a portion of the interaction with industry. In many instances, there were not easy transitions to new programs but rather to courses which prepared individuals for a given job in a time frame much shorter than the usual semester or quarter. The need often is for a large number of training hours which do not easily allow themselves to be translated into credits and the other traditional academic trappings.

Fifth, an adequate resource base has been developed regardless of source. Staff are needed to make contacts and to develop programs. These salaries constitute a serious investment as these activities are not easily put onto people who already have a full load of work. The temptation to give the responsibility to people who might not be terribly productive in their own present area of responsibility should never be given in to. It just doesn't work. Minimally, some staff retraining will have to be invested in before activities start.

Sixth, and finally, a cautionary note: none of the working programs were seen as the element which saved the college from impending enrollment problems. To expect that the development of programs for training high technology workers will solve problems that exist in overall institutional productivity is going to cause more problems than anyone realizes.

## Conclusion

To have a community college work for the economic development of its community is simply an affirmation of its basic mission. Responding to the needs of high technology industries is somewhat analogous to other responses that have been made over the history of the colleges.

The national leadership provided in this matter by ACCT and AACJC is to be applauded. The work in attempting to get national laws on the books which will help to further promote this endeavor—the national high technology technician training act, as an example—is an excellent move for community colleges.

What might best be done at each college interested in this area, is to turn the college itself into a high technology organization and try to use some elements of the definition given earlier to guide activities:

- demonstrate a high level of use of research and development. We do too little of assaying our environment and exploring how people learn and, more important, how to apply what we do know.
- use a strong base of information and information handling devices in our everyday activities. Again, too little is known in a systematic way about our students, their interests, our communities, their needs and interests.

What it comes down to is reexamining what we are doing and never being satisfied as there are needs continually emerging and reemerging for the community colleges. What should never be forgotten as job training receives consideration, is that the long-range objective of education as contrasted to training should not be ignored. Training for a job is very limiting. It does provide a good start for someone who might otherwise be lacking skills to survive economically.

A job itself is but a start and minimally the concern of the community college should be the development of an educated person for whom the commitment to learn must be that of a lifetime. Starting with job training does give the community college a start in communicating with students who have broader needs. The colleges must take up that responsibility as vigorously as possible while the students are in a training program no matter how short or finely focused.

# An Experiment in Humanistic Management Within Community College District Twelve

John A. Hurley
District Director
of Personnel

Dale A. Miller
District President

Community College District Twelve
Centralia/Olympia, Washington

As private and public organizations attempt to survive an ailing and unpredictable economy, leadership is being tested as perhaps never before. Increased competition in the national and international marketplace, volatile economic conditions and severe cutbacks in state and federal government spending increasingly require management of uncertainty and frequently of decline and retrenchment. Inevitably, this requires a reordering of priorities causing a predictable disruption of the established order, especially as worker layoffs mount.

However, even in the midst of these staggering adverse conditions, some leaders seem to have the uncanny knack of capturing new initiatives leading their organizations into a renewed sense of pride, purpose and vitality. In the private sector, the prime American example is the "new" Chrysler Corporation under the inspired leadership of their chief executive officer, Lee Iacocca. Chrysler's recovery truly has been one of the more remarkable stories in the history of American industry. Japan's counterpart has to be the Toyo Kogyo Company, manufacturers of Mazda motor cars, whose imaginative but initially defective Wankle rotary engines all but bankrupted the company a few years ago. Today they are among the more successful automobile manufacturers in the highly competitive Japanese auto industry.

But such success stories are rare exceptions, especially as the test of leadership centers increasingly on higher education and, more specifically, on the nation's community colleges. Even considering the campus unrest of the late 60's and early 70's, colleges have enjoyed relative stability since World War II. Now, times have changed. Faced with funding fits and starts and a confusing array of poor choices for solving complex problems, large numbers of community college administrators are becoming casualties of these tumultuous times.

But why? Many of these individuals are very able administrators whose management skills were developed in some of the finest colleges and universities in America. Until recent times, many administrators enjoyed long service at their institutions during the building and growing years. Now, in increasing numbers, they find themselves cast aside as they approach retirement.

The answer may well lie in the changing nature of the relationship between workers, the work place and changing expectations workers have for their employers.

During the 1960's Simon and Garfunkel composed and recorded the song, "I'd Rather be a Hammer than a Nail," paraphrased, "I'd Rather be a Cause than an Effect." Clearly, this attitude personified the rallying cry of the campus revolts of the 1960's which forever changed the views toward authority. Suddenly, it seemed, students refused to do what they were told if they happened to disagree with those in authority. Many in authority failed to recognize that this right, which seemed so outrageous and subversive at the time, was guaranteed by the Constitution. Remember the phrase "by the consent of the governed"? This change of attitude all but jarred the entire structure of the system and ultimately led to the conclusion of an unpopular war and the early retirement of one of the more powerful presidents.

What implications does this have for leadership? The harsh reality is that the system has produced a large cadre of able managers and administrators but precious few who are skilled enough to assume positions of leadership. We must be reminded that leaders cannot be designated or assigned the task of leadership. They can only be assigned positions within the organization which make the role of leader possible. In the final analysis only the followers can confer leadership based upon a trust relationship, carefully cultivated and nurtured through confidence, openness, honesty, a sense of common purpose and mutual respect. If that trust is shaken, the followers can, and frequently do, make nonleaders of leaders, sometimes in an instant. For whatever reason, once support is withdrawn and the bond of trust is destroyed it is all but impossible to restore.

Since the beginning of the industrial revolution in America, the prevailing management philosophy has been that since the profit and loss statement was the ultimate measure of productivity, it should logically follow that management be evaluated by the accomplishment of specified output measures—P & L. This is to be contrasted with the more "process" oriented contemporary management practices which are rapidly gaining worldwide popularity in both the private and public sectors. Simply stated, the process oriented philosophy holds that the way employers regard, motivate and organize the human resources in any organization ultimately determines the success or failure of that organization.

The Japanese seem to have captured the essence of "process" management, which is largely responsible for their phenomenal industrial achievements. Their management philosophy can be illustrated through the basic teachings of Zen Buddhism. The classic analogy in Zen is that of the ancient bowman who imagines the bow and the drawn arrow to be natural extensions of his own body in perfect harmony with nature. Placing that picture firmly in his mind, the bull's-eye is preordained, predictable, inevitable. Relating this concept to process management, if all the forces are brought to bear on tapping the full potential of human resources harmoniously within the organization then, and only then, will the purposes of the organization be achieved.

It is not difficult to understand why many American managers tend to resist this notion since many have been trained in power-based management. To involve the workers in the decision making process, which has traditionally been only in the manager's domain, is somehow viewed as compromising power. Antiquated attitudes, such as "familiarity breeds contempt," make it difficult for managers to get close to workers and for workers to get close to them. In the current scheme of things the "new leader" is one who is less power conscious and less ego involved with the leadership position within the organization. As a result, we find leaders who are more acceptable, effective and secure. Leaders who are more secure and confident are better able to adapt their leadership styles to the personal needs of the employees. Those who are less secure convey a lack of personal confidence, tend to become threatened, and, in the final analysis, resort to traditional power plays to preserve their status.

In recent years a barrage of books and articles has been written in an attempt to explain the changing and complex relationship between management and labor, workers and bosses, and the expectations all people have for their jobs. Much of the interest in these relationships has undoubtedly been stimulated by the domination of Japanese competition in the world market.

The common theme throughout these publications and the current rhetoric is neither new nor complex. It is simply the rediscovery of some basic, universal principles of how human beings can and should relate to each other both on and off the job. One of the most enlightening teachers of this philosophy was Abraham Maslow, who is perhaps most noted for his works on self actualization and the hierarchy of human needs. But one of Maslow's greatest contributions to the understanding of the changing world of work is to be found in a deceptively simple article he wrote some twenty years ago in the *Journal of Humanistic Research.*[1] Maslow attempted to describe what people do to seek a rewarding personal experience and what they actively avoid to protect themselves psychologically and emotionally while preserving their sense of integrity and self worth.

Maslow reasoned that all people tend to:

| **Avoid** | **Positively Seek** |
|---|---|
| Being manipulated | Being a prime mover |
| Being dominated | Being able to plan, carry out, and to succeed |
| Being determined by others | Success, prestige, respect, dignity |
| Being not respected | Autonomy |
| Being not taken seriously | Initiative |
| Being regulated by others | Fair acknowledgment of our capabilities |
| Being controlled | Being a cause rather than an effect |
| Being screwed | |

Maslow's reference to the tendency to avoid "being screwed" is particularly thought provoking. This can be interpreted as meaning that people are reluctant to invest their belief, loyalty and trust in an organization (or, for that matter, in a leader) only to become disappointed, disenchanted, and, in the final analysis, let down—screwed. Once this occurs, it is very difficult to rebuild enthusiasm and a desire to once again put themselves out with a prospect only of more disappointments.

Using Maslow's principles as the basis for understanding the "new" revolution in the world of work, why are so many American managers seemingly incapable of understanding or accepting the reality of this "revolutionary" thinking, which is rapidly becoming a dominant force in contemporary management theory in both private and public organizations throughout the world? Michael Maccoby, in his thought provoking book, *The Leader,*[2] explains this perplexing leadership problem which is having a deadening effect on many organizations which are unable to release the full potential of their human resources. Maccoby describes the concept of an identifiable "social character" within any organization or society; i.e., those values commonly held and subscribed to by the members. This social character is in a constant state of change and evolves with time and experience. The astute leader, according to Maccoby, is one who can recognize, appreciate and accommodate this value system whether directing a nation, a corporation, or any other organization that relies on people to get the job done.

Applying Maccoby's concept, new understandings can be gained by examining some of the classic matches and mismatches between leaders and the prevailing social character. For example, the spirit of the New Frontier under President John F. Kennedy clearly captured the values, dreams and aspirations of the American people in the early 1960's. Contrast that to the unfortunate mismatch between a resolute President Lyndon B. Johnson and the changing mood of the American people during the Vietnam War, with growing demands that the conflict be ended once it was perceived that Americans should no longer be involved and that the war could not end with a military victory.

In every organization there are endless examples of matches and mismatches of leadership styles. The current realities are that the management styles which were taught and practiced during the 50's, 60's and 70's simply will not work in the long-term as the year 2000 approaches. The prevailing value systems and attitudes of workers have changed significantly since that time and are continuing to change. Maccoby and other respected writers in the field are sending a message which must be heard! Community College District Twelve, a multi-college district serving a two-county area in southwestern Washington, has attempted to incorporate at the administrative levels many of these humanistic process oriented principles. The following profile of the ideal leadership style for District Twelve details this commitment which guides the selection process, evaluation, professional growth program and merit compensation for all administrators:

| **Leadership Styles That Fit** | **Leadership Styles That Do Not Fit** |
|---|---|
| Open door/visible, encouraging access and free communications | A stranger on campus, operating behind closed doors |
| Positive/"can do" attitude | Negative/"can't do" attitude |
| Potentializing personnel through encouragement and involvement | Turning off personnel through lack of acknowledgement, or undue criticism |
| Is aware of the personal lives of coworkers | "They are only employees who are paid to get the job done" |
| Trusting of fellow employees, respecting their expertise and delegating responsibility; supporting them without meddling as they carry out their tasks | A one-person show, taking all the credit and none of the blame |
| Optimism | Pessimism/cynicism |
| Creative planning | "Getting by," Don't rock the boat |
| Encourages new ideas | Hypercritical, negative and the first one to shoot down any idea |
| Team player | Territorial empire building |
| Loyal/mutually supportive | "Poor mouther" or bystander |
| Constructive, direct communication | Destructive, grape-viner and rumor-monger |
| Decisiveness—timely response to needs, issues and problems | "Ignore it and it will go away or slip through the cracks" |
| Local community oriented, with involvement in community affairs | Let somebody else handle the public relations |
| A districtwide perspective and orientation | Campus-centered, without due regard or respect for the other campuses of the district |
| Today and tomorrow centered | Preoccupied with yesterdays, the good and the bad |
| Trusting: Shared administration through involvement and persuasion | Power-brokering. "It's so because I say it's so!" |
| Flexibility | Mind and feet in concrete |

The commitment in Community College District Twelve to the ideal leadership style begins with the recruitment process, is reinforced through a merit evaluation, and supported by a comprehensive professional development program. The recruitment process, the evaluation, and professional development program are integrated with each other to provide the needed incentives to achieve and maintain the traits listed in the ideal leadership style.

In the past, the administrative recruitment announcements of the district have included the traditional qualifications of a specified degree level and number of years of experience. While these qualifications remain an integral aspect of the selection process, another equally important dimension has been incorporated. Candidates are required to have formal administrative/management training, evidence of the ability to be humanistic and open in working with others, and demonstrated skills in verbal and written communication. These qualifications may be considered difficult to measure and ascertain, particularly in a "paper" screening. Experience has shown that while these qualifications are indeed difficult to determine from reading a resume, extensive reference checks provide verification of these dimensions. The thorough process of checking references has become more important than ever.

Obviously, simply requiring these additional qualifications does not guarantee that only administrators with the ideal leadership style will apply. We have discovered, however, that administrators with these traits are motivated to seek employment with our district. Experience shows that leaders who share this philosophy are attracted to an environment which complements their style. This recruitment process has resulted in the hiring of several new administrators who possess the administrative styles which promote this philosophy.

The administrative evaluation system is the most powerful tool to reinforce and provide feedback on how administrators are progressing towards a humanistic management style that "fits." The first phase of the evaluation uses a survey feedback approach which is closely allied with a theory of management developed by Rensis Likert called "System 4 Management."[3] The survey feedback phase of the evaluation consists of twenty-one questions directly related to and designed to give feedback on those "leadership styles that fit" cited previously. One of those traits, as can be seen from the list, is the concept of encouraging new ideas. The question on the evaluation which corresponds to this trait is illustrated below.

**Extent to Which This Administrator Encourages New Ideas**

☐ Very little encouraging of new ideas
☐ Some encouraging of new ideas
☐ Quite a bit of encouraging of new ideas
☐ Almost always encouraging of new ideas

The survey feedback approach is process oriented; i.e., annually, all administrators are rated by a sampling of subordinates, peers, and their supervisor on traits that "fit" such as trust, communication, teamwork, and encouraging new ideas as illustrated above. All of these traits relate directly to the profile of "styles that fit." The administrator and immediate supervisor mutually agree upon those individuals who will serve as evaluators. Once administered, these evaluations are then averaged and given to the administrator as one evaluation document. Comments from the various evaluators are included. This has proven to be one of the most valuable aspects of this part of the evaluation. It should be emphasized that all responses are confidential and are personally compiled and synthesized by the supervisor.

The second phase of the evaluation is goal oriented and consists of each individual administrator setting measurable goals with their supervisor. There is an effort made to encourage administrators to not only exert influence over their individual goals but over organizational goals as well. Research conducted by D. C. Pelz (1952) concluded that the ability to influence outcomes at higher levels in the organization positively affects morale and motivation and consequently productivity.[4] The goal setting process at District Twelve involves the Board setting districtwide goals using feedback from the district and college presidents, who have met with administrators both as individuals and as a group. In this manner the flow of communication upward within the organization is facilitated. Goals are then established early in the year by the Board of Trustees at its annual workshop. In the past, these goals have been set a year at a time. However, recognizing the need for "future" planning, beginning next year, this process will include long-range planning, reflecting local demographic, economic, political and cultural trends in our service areas.

Based on the Board's priorities the colleges within Community College District Twelve set organizational goals and operational objectives which will accomplish the priorities set by the Board after considering feedback. In turn, each administrator sets goals with appropriate operational objectives which assist the organization in fulfilling its mission. The administrators, having had input into the organizational goals, have an increased ownership in the goal setting process. The process itself provides for a unified effort on the part of the Board, presidents, and administrators in achieving planned goals. This is important for administrators since their salary increases are related to the achievement of their annual goals.

To maintain and improve upon an effective leadership style, each administrator annually prepares a professional development plan which is a direct outgrowth of the evaluation process. Based upon the results of the process oriented evaluation and the progress made toward accomplishing goals, the administrator and supervisor outline, in writing, a plan for professional improvement and development. This plan may address the need for training in a specific area or it may concentrate on strengthening general leadership skills. Individual administrators are responsible for carrying out professional development plans with the support of supervisors. Financial assistance is available to each administrator to help defray tuition and seminar fees. Additionally, release time from daily administrative responsibilities is available, subject to the recommendations of the administrative professional growth committee.

The evaluation system and professional development plan were developed by committees composed of administrators who were to be directly affected by this process. These committees, through frequent meetings with all administrators, encouraged significant input and feedback on the plans as they were developed. This approach to developing an evaluation system and professional development plan allowed Community College District Twelve administrators to have a voice in the process and, as a result, they have ownership in the results.

This experiment in humanistic management is still in its infancy in Community College District Twelve, so at this stage it is too early to determine whether or not this approach is successful by any quantitative measure. There are, however, preliminary indications that it is having an impact on the administrative staff, suggested by:

(1) An apparent match between this philosophy, which is detailed in administrative job announcements, and candidates seeking

administrative positions within the district. A conscious attempt is made to discourage applicants who are not committed to this approach to leadership.

(2) The administrative evaluation process, which applies to *all* administrative staff within the district, graphically focuses on specific areas of strength and weakness as reported by the evaluator group. This is particularly helpful to supervisors who have the responsibility to work with their administrators in developing corrective programs where weaknesses exist.

(3) The overall district and college planning efforts have become more meaningful since the achievement of goals and objectives is an important component in the evaluation process.

Humanistic management practices are reinforced through the thoughtful integration, coordination and articulation of the administrative selection processes, evaluation, professional development and merit pay compensation. This total institutional commitment has the effect of a constant reinforcement of this philosophy.

In the final analysis no administrator or, for that matter, no organization "arrives" as far as humanistic management practices are concerned. It requires constant encouragement, development and support since it is dependent upon human beings to carry it out, human beings who are constantly undergoing change and who are subject to pressures, trials and tribulations. What is most important, however, is that every effort is exhausted to provide conditions in which the full potential of the human resources within the organization can be tapped, released and nurtured. This requires an environment of mutual trust, mutual support and a recognition of the worth and dignity of each individual within the organization.

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[1] Abraham H. Maslow, "Further Notes on the Psychology of Being," *Journal of Humanistic Research*, Spring 1963, Vol. 3, No. 122.

[2] Michael Maccoby, *The Leader*, New York: Simon and Schuster, 1981, p. 17.

[3] Wendell L. French and Cecil H. Bell, Jr., *Organizational Development*, Prentice-Hall Inc., 1978, pp. 152-158.

[4] D. C. Pelz, "Influence: A Key to Effective Leadership in the First-Line Supervisor," *Personnel*, November 1952, pp. 3-11.

# The "Apple" Bill: An Historical Perspective

Melanie Jackson, Trustee
Northern Virginia Community College
Annandale, Virginia

In 1801, a young American pioneer, Jonathan Chapman, left Pennsylvania and headed west with a load of appleseeds. He was 26 when he set forth to plant apple trees along the Ohio and Indiana borders of the American frontier. Today he is known as the legendary folk hero, Johnny Appleseed.[1] One hundred and eighty years later, in 1981, another young pioneer set out to plant a different type of apple on the high tech frontier of American education. From California's Silicon Valley, Steven Jobs set forth to plant an Apple computer in every elementary and secondary school in the United States. At 27, Jobs is known as the legendary figure of the microcomputer industry. He is the founder, and the Chairman of the Board, of Apple Computer Company.

In order to actuate his plan to donate an Apple to the 103,000 public and private schools in the U.S., Jobs sought a special change in the tax laws for a one-year period, to permit computer manufacturers, who would be willing to donate microcomputers to schools, "to deduct the cost of production (of the computer) plus half the difference between that cost and the item's fair market value, up to a maximum of double the product cost."[2] He also wanted to increase the ceiling on charitable deductions during this one-year period, from 10 percent to 30 percent of a donor's income.[3] The current tax law for charitable contributions allows companies to deduct only the cost of production, and up to 10 percent of their taxable income. However, in 1981 Congress passed special legislation that permits an increased deduction for computer manufacturers donating computers to colleges and universities for research purposes. Jobs wanted to extend this double deduction to include microcomputers donated to elementary and secondary schools for educational purposes.

Steven Jobs presented his idea to an enthused California Congressman, Fortney H. (Pete) Stark at a chance encounter on an airplane.[4] The idea was transformed into a bill and Stark introduced it into the 97th Congress, Second Session, on February 23, 1982, as H. R. 5573, "The Technological Education Act of 1982." The bill generated considerable interest in Washington and Stark soon had 75 co-patrons lined up for it in the House of Representatives. In the Senate, a similar bill, S. 2281, was introduced by Missouri Senator John Danforth.[5] Thus began the legislative saga of the "Apple" bill.

In the House, H. R. 5573 was sent to the Subcommittee on Select Revenue Measures of the Ways and Means Committee, and was scheduled for hearings on April 16, and June 14. In the Senate, S. 2281 was assigned to the Taxation and Debt Management Subcommittee of the Finance Committee, and hearings were scheduled for May 7, 1982. Steven Jobs personally presented testimony in favor of the bill at these hearings. He based his arguments on two basic premises:

> 1) We are in an information age which will revolutionize our society, demanding a high level of skilled technicians in math, science, engineering, and computer technology; yet the U.S. has slipped to fourth place in the world behind Russia, Ger-

> many and Japan in science, math and engineering education.
>
> 2) The current financial constraints on most school divisions throughout the country prohibit many schools from providing the necessary equipment for students to achieve computer literacy, a basic skill demanded by the information age. The gap would continue to be widened between the "haves"—those schools with computers, and the "have nots"—those schools without computers.[5]

The passage of the Technological Education Act of 1982, Jobs contended, "provides a means whereby the private sector can participate directly in improving technology education...A computer in the classroom will help to bring us back on the road to scientific literacy, and more importantly, to initiate our children in computer literacy."[7]

The Technological Education Act achieved notoriety in the press and in the political arena as the "Apple" bill. This was partly due to the persistent lobbying efforts and continued presence in Washington of the young Chairman of the Board of Apple. And, it was partly due to a comment made by Congressman Stark at the hearings on April 16th, held in San Francisco:

> I just wanted to give a little credit here... Actually the Stark bill...should be the Jobs bill. It was Steve's idea.[8]

The "Apple" bill faced strong opposition in the subcommittee hearings from the Treasury Department. Assistant Secretary for Tax Policy, John Chapoton argued against the provision for the double deduction for computer manufacturers. He stated that the bill "would shift most of the cost from the corporate donor to the federal government ....There would be virtually no charity in the charitable giving,...and we think that runs counter to a very sound policy of making the donor bear a significant portion of the cost anytime there is a charitable gift."[9] Chapoton also objected to the provision of the bill that raised the ceiling on maximum allowable charitable contributions for a corporation during the limited, one-year life of the proposed act.[10]

A member of the computer industry also recorded opposition to the bill during the May 7th Senate subcommittee hearings. In a letter to Robert Dole, Chairman of the Finance Committee, Adam Osborne, President of Osborne Computer Corporation, expressed his opposing views:

> An increase in the tax deductible contributions would appear to be of temporary assistance to a single company, Apple Computer Corporation, who because of the timing in its company development cycle, is temporarily in a position to take advantage of such a break....
>
> The proposed bill has been criticized within the microcomputer industry as representing a device whereby Apple Computer Corporation intends to unload excess inventory at the government's expense. This may or may not be the case....
>
> There is also the problem of fair market value, versus costs. The manner in which Apple Computer Corporation calculates manufacturing cost for its product needs to be examined. What, for example, is the amount of overhead Apple charges to direct materials and labor? This number must be very high, since small operators in the Far East have been building copies of Apple products and selling them for approximately half the retail price charged by Apple....
>
> I am opposed to the new legislation. I believe that a fair and equitable level of tax deductible contributions for educational donations should apply to all com-

> panies doing business in the USA. Manufacturers who want to make larger donations for altruistic purposes should be prepared to bear the cost burden themselves, without asking the American taxpayer to help foot the bill.... I feel there is something a little bogus about donning the mantle of benefactor when, in fact, all the benefactor has done is channel tax dollars into his program of donations.[11]

Remarkably, in the face of this kind of opposition, the "Apple" bill cleared the subcommittees in both the House and the Senate. The Ways and Means Committee of the House reported the bill favorably on September 17, 1982. The title of H. R. 5573 had been changed to read, "The Computer Equipment Contribution Act of 1982." The House Report, #97-836, listed the intended beneficiary of the bill to be Apple Computer, Incorporated; but it also added a statement saying, "The provisions of the bill will also benefit any other corporate taxpayer which, during 1983, makes qualifying charitable contributions of computer equipment."[12] The bill was brought to the floor of the House of Representatives for a vote on September 23. It passed by a wide margin of 223 to 61.[13] It appeared likely in the early fall of 1982, that the 27-year-old legendary figure from Silicon Valley would be carrying out his plan to plant an Apple in every school in America.

The Senate Finance Committee reported the bill favorably on October 1, 1982, as Senate Report #97-647. Since the bill had already cleared the House, the Senate number designating the bill, S. 2281, was dropped in favor of the House assigned number, H. R. 5573. The bill had, however, been substantially altered in the Senate committees. The amount of allowable charitable deduction had been reduced, to include the production cost, plus one-half the difference between the cost and the fair market value of the computer at the time of donation. Also, the time limit for manufacturers to participate in this special equipment donation program, had been extended for three years, the expiration date being set at January 1, 1986. However, the one-year time limit still applied, as all computer equipment contributions from any one donor corporation had to be made within a single taxable year, to qualify for the increased deduction.[14]

The Senate Finance Committee also attached an unrelated rider to H. R. 5573, dealing with bad debt deductions of commercial banks. The Senate version of the "Apple" bill was not the desirable tax measure originally envisioned by Steven Jobs, as necessary to launch a national Apple computer planting in the American education system. Following the October 1 release of Senate Report #97-647 on H. R. 5573, the Apple Computer Company substantially lowered its estimate of the number of computers that it would be willing to donate, from the original 103,000 to 22,000.[15]

Oddly enough, the education sector, the intended recipient of this equipment donation program, had not been a very active participant in the "Apple" bill lobby effort. In fact, some educators voiced concerns that the bill had flaws, and some said that "they wish(ed) it had been considered as part of a policy package by the usual education panels of Congress, rather than as a special tax bill..."[16] Thomas Rosica, Executive Director for Federal Programs for the Philadelphia School System stated:

> I initially felt very positive about it until I started reading the fine print.... Having a computer in a school is of little use unless the school also has trained people to operate it and programming accessories, or software, to tap the machine's capabilities.... If you're in a fairly impoverished school district, it's not much help to you.... Unless you've got the funding, this 'windfall' is not a 'windfall.'[17]

Another critic from the education sector, Bruce Hunter, Legislative Specialist at the

American Association of School Administrators, put it this way:

> We don't want to look a gift horse in the mouth, but one computer as an instructional tool is nothing....
>
> Computers can best be used if a school first decided what kind of training it wants to offer, (then) picks the software for the task and then selects the hardware to operate the program. The 'Apple' bill starts the process backward, with the machine coming first.[18]

While a few educators expressed skepticism, another group within the education sector that had originally been excluded as an eligible recipient in the equipment donation program, launched a significant, eleventh-hour lobby effort during November 1982. That group consisted of the community and technical colleges in the U.S. Fortunately for this group, the rider attached to H. R. 5573 dealing with bad debt deductions bought some time. Senator Metzenbaum, a member of the Finance Committee, opposed the rider, and put a hold on the bill to prevent Senate floor action in the last days of the regular session of the 97th Congress. This session ended just prior to the Thanksgiving Holidays.[19] The 97th Congress would reconvene however, on November 29th in a short, "lame duck" session. During November, the community/technical college lobby effort mobilized.

On November 12, Frank Mensel, Director of Federal Relations for the Association of Community College Trustees and the American Association of Community and Junior Colleges, issued a newsletter to the community, technical and junior colleges throughout the country to rally support for an amendment to the "Apple" bill. In the brief flyer, Mensel stated:

> Friends of the community colleges in the U.S. Senate are preparing an amendment to H. R. 5573—widely identified as the 'Apple' bill—to make community and technical colleges and postsecondary vocational schools eligible for the same state-of-the-art equipment gifts from the computer industry that the bill would provide for elementary and secondary schools.
>
> Community and technical colleges should get letters and/or wires off *immediately* to their Senators urging support for such an amendment.[20]

Mensel pointed out that the authors of the community college amendment would ideally come from the ranks of the Senate Committee on Finance. The Finance Committee would be key to the fate of the (eligibility) amendment for two reasons:

> 1. In the very short 'lame duck' session which will follow Thanksgiving, only amendments that have strong backing within the Committee that handled the bill are likely to have any chance at all.
>
> 2. Given the brevity of the 'lame duck' session, the Senate could adopt a rule that prohibited floor amendments on all bills except appropriations bills. If the community college amendment gains sufficient support among Committee members, it could then become a 'Committee' amendment by Committee consent, which would exempt it from such a floor rule.[21]

Continuing, Mensel suggested that "The impending community college amendment, when written, may also broaden the definition of the types of equipment that would qualify under the bill."[22] Community college administrators and trustees were urged to respond to this rally immediately. A number of responses to the call to action did materialize. However, the last minute lobby effort was to no avail. When the "lame duck" session of Congress convened, Senator

Robert Dole, Chairman of the Finance Committee, put a hold on H. R. 5573.[23] This action ended the saga of the "Apple" bill in the 97th Congress. The bill died, as is the norm for most bills. Over 10,000 are introduced during the course of a typical Congress; 300-500 bills become law, and the majority—over 9500—die.[24]

The "Apple" bill, however, has a continuing significance beyond the recounting of its legislative saga. Although falling short of its purpose, the "Apple" bill became a legislative seed for at least five bills introduced into the 98th Congress: S. 108, S. 1194 and S. 1195, and H. R. 2417 and H. R. 701.

S. 1194 and S. 1195 are similar bills, which include "Apple's" increased tax deduction for computer donations, but expand the definition of the list of equipment eligible for augumented deduction to include scientific or technical equipment. S. 1194 and S. 1195 also expand the list of eligible recipients to include elementary schools, secondary schools, colleges and universities, museums, libraries and correctional institutions. These bills also have provisions for scholarships and grants for students. S. 1194 is sponsored by a former "Apple" sponsor, Senator Danforth (and others) and is entitled, the "Technology Education Assistance and Development Act of 1983." S. 1195, sponsored by Senators Bentsen and Chafee, is entitled, "High Technology Research and Education Development Act of 1983."[25]

S. 108, introduced by Senator Grassley on January 26, 1983 is a direct result of the eleventh-hour community/technical college lobby effort to amend the "Apple" bill. S. 108 broadens the definition of equipment eligible for increased deductions, and provides tax credits to "industry employers for vocational education courses taught by an employee without compensation."[26] It also provides a tax credit for the temporary employment of full-time vocational education instructors in industry. In the 98th Congress, S. 108 is the preferred bill of the community and technical college lobby group.

H. R. 2417 was introduced in the House on April 5, 1983 by Texas Congressman, Jim Wright.[27] Like its "Apple" predecessor, H. R. 2417 proposes to amend current tax laws to encourage the contribution of computer equipment to elementary and secondary schools for education purposes, but with a reduced rate for the deduction. In addition, H. R. 2417 has a provision for teacher training in the use of computers. This bill has the endorsement of John Roach, President of Tandy Corporation of Forth Worth, Texas.[28] Around Capitol Hill, H. R. 2417 is known as the "Tandy" bill.

H. R. 701 is a reincarnation of the "Apple" bill in the 98th Congress. Congressman Stark reintroduced the bill in the House on January 6, 1983.[29] It is the version of the bill passed by the House on September 23, 1982 as the "Computer Equipment Contribution Act."

Successful passage in the second session of the 98th Congress for any one of the "Apple Seedling" bills will be difficult to achieve. The larger the federal deficit grows, the stronger the opposition becomes to any measure that reduces tax revenues. If the saga of H. R. 5573 in the second session of the 97th Congress is an indicator, then the probability of any one of these bills becoming law this year is doubtful.

A Postscript...

In California, A. B. 3194, a bill similar to the "Apple" bill, was passed by the State Legislature in September, 1982. It provides a tax credit "equal to 25% of the fair market value of computer equipment donated to public and private schools in California.... The law will expire on June 30, 1984."[30] In response to this incentive, the Apple Computer Company launched its "Kids Can't Wait" program on May 11, 1983. Through the "Kids

Can't Wait" program, Apple Computer Company has offered to give its latest model microcomputer, the Apple // e, with a disk drive, monitor and Apple Logo Software, to the 7467 public schools and to 1738 qualifying private schools in the state.[31]

Although the young pioneer of the microcomputer industry was unable to get a federal tax measure passed to allow him to carry out his original plan to sow Apples nationally, it appears as though Steven Jobs will carry forth a smaller scale Apple planting in California's education system. At least one seedling from the "Apple" bill has begun to blossom.

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[1] B. A. Botkin, *A Treasury of American Folklore* (Garden City, New York), pp. 261-270.

[2] Richard Corrigan, "A Setback for a Computer Company—Congress Says No Apple for the Student," *National Journal* (12/18/82), p. 2157.

[3] *Ibid.*, p. 2155.

[4] Marilyn Chase and Leonard Apcar, "The Apple Project: Free Computers in the Classrooms," *Saturday Evening Post* (September 1982), p. 34.

[5] Corrigan, p. 2154.

[6] Hearings of Select Revenue Measures Subcommittee of the House Ways and Means Committee, April 16, 1982, pp. 16-18.

[7] *Ibid.*, p. 18.

[8] *Ibid.*, p. 21.

[9] Corrigan, p. 2155.

[10] Hearings of Taxation and Debt Management Subcommittee of the Senate Finance Committee, May 7, 1982, Statement by John Chapoton, Assistant Secretary for Tax Policy of Department of Treasury, p. 50.

[11] Adam Osborne, Letter to Senator Robert Dole, May 3, 1982, pp. 1-3.

[12] House Report #97-836 Accompanying H. R. 5573, September 17, 1982, 97th Congress, 2nd Session, "Computer Equipment Contribution Act of 1982," p. 4.

[13] *Congressional Record*, January 6, 1983, p. E83.

[14] Senate Report #97-647 Accompanying H. R. 5573, October 1, 1982, 97th Congress 2nd Session, "Computer Equipment Contribution Act of 1982," pp. 1-7.

[15] Corrigan, p. 2156.

[16] *Ibid.*

[17] *Ibid.*

[18] *Ibid.*

[19] *Ibid.*, p. 2155.

[20] Frank Mensel, *ACCT O GRAM*, November 12, 1982.

[21] *Ibid.*

[22] *Ibid.*

[23] Corrigan, p. 2155.

[24] Frank Mensel, "Bills in the Hopper, Not in the Bag," *American Association of Community and Junior Colleges Journal*, September 1983, p. 9.

[25] Hearings of Taxation and Debt Management Subcommittee of the Senate Finance Committee, May 27, 1983, S. 1194 & S. 1195, pp. 5-9.

[26] *Congressional Record*, January 26, 1983, p. S568.

[27] *Ibid.*, April 5, 1983, p. H1821.

[28] John V. Roach, Letter to Senator Robert Packwood, May 26, 1983, p. 2.

[29] *Congressional Record*, January 6, 1983, p. E83.

[30] Hearings of Taxation and Debt Management Subcommittee of the Senate Finance Committee, May 27, 1983, Statement of Stephen Scheier, Apple Computer Company, "Kids Can't Wait Program."

[31] *Ibid.*

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# Trustees and Presidents—The Winning Team

Harold M. Nestor, President
Columbus Technical Institute
Columbus, Ohio

It is a pleasure to have this opportunity to present a story about a bright and shining star within the two-year college system. The board/administrative team at the Columbus Technical Institute is, without question, a "winning team." As president of this college, it is gratifying to see the years of work with the board of trustees finally reach a near-optimum operational level. Our institution, like any other, has suffered through many major problems to reach this stage.

I have been extremely fortunate to have had 19 years of relationship with the board of trustees (not as president, but as an administrator in the college). I remember when the board wouldn't allow anyone on campus to order items without their approval. The experience of defending an expenditure every month, even down to pencils and paper, made each board meeting a heavy contributor to the development of ulcers. For many years the relationship between the board and administrative staff was adversarial in nature.

How many of you have been in a meeting when some board member would indicate rather strongly that they were not happy with the numbering system for the pages of the agenda, or some such item? Have you ever had a maverick board member? One who operated on the theory that conflict between board and presidents kept everyone alert and honest? The same person who was on the offensive with an attack in each public meeting?

How often have you or your colleagues stated that the board makes policy and the administration implements policy, and then not granted the authority to implement?

There are many models of trustee/president/administrative relationships and methods of operation for one to review for input on your board organization and operation. However, I believe the Columbus Technical Institute mode of operation to be extremely successful and I present to you a number of statements to substantiate that belief:

## From the Point of View of the Board—

(1) The board of trustees does not interfere with the management of the college. The board acts as a body, not as nine individuals. The board makes policy.

(2) The trustees attend meetings on a regular basis, not just the bi-monthly board meeting. They also attend board committee meetings. These committee meetings are where the detail work is accomplished on 99% of the issues.

(3) Over 90% of the time, it is apparent that the trustees have at least read the agenda prior to the meeting. This is usually indicated by the interest shown about the specific issues.

(4) Our trustees serve on the board due to their interest in the institution and the community which it serves. I am certain that the financial rewards for serving do not provide incentive. Our board is not paid for their service, like most trustees.

(5) The trustees experience no controversy when they desire to communicate with a member of the administrative team other than the president. We strive to maintain an open atmosphere for communication throughout the entire team.

(6) The trustees do not try to solve the complaints received from students and employees. They always refer these persons back to the management team. They do expect a report of the results following the investigations.

(7) The trustees avoid criticizing the management while in public meetings. They realize the undermining effect such action has upon meeting observers. Each time the management is attacked by one board member, it serves as encouragement for a number of employees to follow suit.

(8) The trustees on the board have all served as an officer and have done so willingly. If you haven't served as an officer you cannot be aware of the problems these positions must face. Serving as chairman of the board is a training ground for diplomacy.

(9) There are members of our board at all ceremonies such as graduation, groundbreaking, community outreach meetings, etc.

(10) The board members are familiar with the campus and always follow through to view new facilities, special equipment purchased, and other areas of interest.

(11) The board encourages the management to take risks. They expect an entrepreneurial approach to managing the college. In many situations there aren't any policies or procedures written. Responsibility could be assigned either to the board or the president. A GRAY AREA. Generally, some action is taken by the management to move ahead without fear of excessive criticism.

(12) Our board enjoys a bit of levity—they all possess a great sense of humor. They are able to laugh at themselves as well as others. One example: during election of officers recently, a board member noticed that the vice-president for business & finance (who serves as treasurer to the board) was smoking a large black cigar. He commented, "When I see the treasurer of my company starting to smoke those big cigars, I get worried."

(13) Our board has established an annual performance review process of the president which is accomplished by the Board Personnel Committee. Each year, we agree on a set of performance standards related to the job description as well as additional measurable objectives. There are too many situations when the president is only evaluated when you are preparing to terminate the contract. A performance review keeps all problems out in the open and improves the relationships.

(14) The board and the president have a common mission. They understand that mission and discuss the direction and outcome on a frequent basis. Our board is able to speak with confidence and authority about the college mission, goals, finances, enrollment, and academic programs. They are dedicated to providing quality technical education to prepare students for the world of work.

(15) The board believes that their president is an effective manager, and they have expressed their trust and confidence in him in many ways. One very important method is by verbally stating such and paying him well. Confidence is displayed by the delegation of authority and the support given to the action taken.

(16) A most satisfying/gratifying activity that our board participates in is the annual Board Retreat. This retreat involves the top-level management team with the board in many

open/candid exchanges of ideas, criticisms, suggestions, and general college activity and directions. During these retreats the president is requested to evaluate the board's performance for the past year. The retreat provides the opportunity to openly discuss all concerns about the college and to develop productive relationships between the board of trustees and the management team.

These statements are examples of what the board must do to be a positive part of the winning board/president team.

There are a number of things that a **president** must do to shore up his part of the team. Examples of these are presented in the following statements of what we do at Columbus Tech:

(1) The president provides meeting agendas, back-up information, and documentation well in advance of any meeting of the board.

(2) The president never surprises the board members with any item that causes concern or requires public action. It is unfair to ask for action from a board who has not had the opportunity to review and study the proposals.

(3) The president has considerable trust and confidence in the board, knowing that they will do what is right for the college above all else. He knows he has their total support in managing the college. He is not afraid of the board. His job is not on the line. He is aware that board members will be open in their relationships.

(4) The president encourages board member relationships with top-level management and encourages open communication between them on topics specific to the managers' jobs. In order to facilitate communications, the president requests the management team to keep him informed of such discussions to ensure that he doesn't experience surprises.

(5) The president makes every effort to ensure that board members are invited to participate in various college activities. It is necessary to keep them visible.

(6) The president does not criticize individual board members before the management team. That is a sure-fire way to undermine the confidence the team has in the board. In addition, it places your staff in an unenviable position which could dampen their openness with the board as well as yourself.

(7) The president ensures that the board is fully informed about all financial matters of the institution. The reports are prepared in a meaningful, understandable format. The goal of the president is that each board member can effectively explain our financial standing to anyone desiring that information. We openly report all financial activities monthly.

(8) The president meets with board members on a "one-on-one" basis approximately four times annually to discuss the college's activities, directions, concerns, and other items of interest. These meetings are strong contributors to maintaining excellent personal relationships. There is no better vehicle for airing concerns.

(9) The president is open and honest with the board members, both as the official body and individually. The president who bluffs his way instead of admitting he does not have the information is headed for trouble. Being honest and open with the board always has positive, long-range effects.

(10) The president will withdraw issues if it becomes apparent that it could cause a split in the board which will be long-lasting or cause embarrassment to the board, management, or the college. The president must be ever aware of these possibilities.

(11) The president is aggressive in such matters as providing lists of personal objectives that are measurable and challenging.

He wants the board to be aware of where he is headed. He invites their reaction to such statements.

The president definitely defends all actions of his management team if called upon to do so.

(12) The president has established a management team that is capable of operating the college in his absence, even for a long absence of two or three months. This team has the ability and relationships developed that enable them to work with the board during these times. The president must have a complete management system in place for proper college operation.

(13) The president can be candid with a board member and with the board as a body without fear of reprisal. In order to do this the president must be an effective manager, be successful in the majority of endeavors, be right 99% of the time, and have an excellent personal relationship with the individuals. Being candid doesn't mean to attack.

(14) The president provides a formal orientation program for all new board members, which includes brief, well-prepared, written materials about the college, the board, the students, and the management team. It also includes brief sessions with the top-level management team to discuss all aspects of the institution.

(15) The president insists that complaints made to members of the board be referred to the management team for resolution. If this doesn't happen, the board will be inundated by petty complaints from dissident employees and will erode the president/board relationships significantly.

As stated in the beginning of this article, I am happy to present this picture of the Columbus Tech winning team. It is a dynamic, effective team which has had a lot of success.

We have prepared a questionnaire for you to use in determining where your board/president team rates. There is one for the board and one for the president. I recommend that you all complete one to see where you stand.

If you desire to have a winning team, you can accomplish it through the processes identified here and in these questionnaires.

## Scorecard for Trustees

*Directions:* Answer each of the following questions with a simple "yes" or "no."

As a *trustee:*

(1) Do you avoid interfering with the management of the college?

(2) Do you attend board meetings regularly?

(3) Do you study the agenda prior to board meetings?

(4) Do you serve as a trustee without thought of personal gain, financial or otherwise?

(5) Do you feel free to contact college managers other than the president to discuss specifics of their responsibilities?

(6) Do you refer all student and employee complaints to college management rather than attempt to solve them yourself?

(7) Do you avoid criticizing college management during public meetings?

(8) Are you willing to serve as an officer of your board?

(9) Do you participate in college functions such as graduation ceremonies, award ceremonies, etc.?

(10) Have you toured your campus during the past six months to inspect new facilities or programs?

(11) Can you state in general terms the mission of your college?

(12) Do you encourage your president and management team to take reasonable risks?

(13) Do you have a sense of humor?

(14) Do you have sufficient knowledge of Robert's Rules of Order to effectively and efficiently preside over a public board meeting?

(15) Are you honest?

(16) Do you periodically conduct a formal evaluation of your president based on predetermined and agreed upon measurable objectives?

(17) Do you demand a complete financial report monthly that you can understand and explain to a citizen of your district?

(18) Do you demand an annual independent audit of the college's finances?

(19) Do your board of trustees and college president have a common mission?

(20) Do you avoid surprises for your president and for fellow board members during a meeting?

(21) Is your president a good manager?

(22) Do you have trust and confidence in your president?

(23) Are you able to speak to public groups about the mission, goals, and academic programs of the college?

(24) Could you deliver the address during your college's commencement ceremonies?

(25) Do you participate in an annual retreat for board members?

(26) Were you effectively oriented to your duties upon election or appointment to the board?

(27) Has your board of trustees adopted rules for the operation of the board?

Now count the number of "yes" answers. Rate the effectiveness of your board/president team according to the descriptions below:

| Number of "yes" Answers | Rating |
|---|---|
| 24-27 | World Champions |
| 21-23 | League Leaders |
| 18-20 | Also-Rans |
| Less than 18 | Cellar Dwellers |

## Scorecard For Presidents*

*Directions:* Answer each of the following questions with a simple "yes" or "no."

As a *president*:

(1) Do you provide your board members with an agenda of their board meeting at least five days prior to the meeting?

(2) Do you avoid surprising your board members?

(3) Do you have trust and confidence in all of your board members?

(4) Do you encourage your board members and management staff to communicate with each other on topics specific to the managers' jobs?

(5) Do you take risks?

(6) Do you provide financial information on a monthly basis to your board members in such a form that they could explain it to a citizen?

(7) Do you invite members of your board of trustees to actively participate in college events such as graduation and award ceremonies?

(8) Do you avoid criticizing individual board members' actions before your management staff?

(9) Do you meet "one on one" with members of your board of trustees on a regular basis?

(10) Are you honest with members of your board of trustees?

(11) Are you willing to "back off" on an issue in which you believe if it is apparent that its continued discussion may cause a split among board members?

(12) Are you a good manager?

(13) Do you provide your board an annual list of personal objectives that are measurable and challenging?

(14) Do you defend the actions of your management team to the board of trustees?

(15) Would your management team defend your actions to the board of trustees if called upon to do so?

(16) If you are disabled for three months or more, could your management team run the college and work with the board of trustees?

(17) Do you periodically thank individual members of your board of trustees for their service and support?

(18) Do you have a sense of humor?

(19) Can you be candid with a board member without fear of reprisal?

(20) Is your knowledge of *Robert's Rules of Order* sufficient so that you can effectively assist the chair in the efficient conduct of a public meeting?

(21) Do you provide a formal orientation program for new board members?

(22) Is your integrity above reproach?

(23) Do you insist that all complaints by students and employees made to members of the board be referred to you for resolution?

Now count the number of "yes" answers. Rate the effectiveness of your board/president team according to the descriptions below:

| Number of "yes" Answers | Rating |
|---|---|
| 23-24 | MVP (Most Valuable Player) |
| 20-22 | Starting Player |
| 18-19 | Platoon Player |
| Less than 18 | Get ready to take the bus back to the minors. |

**This "Scorecard" previously appeared in the ACCT ADVISOR, January, 1984.*

## The Bottom Line Is: Community College Must Spell "Quality"

Suzanne K. Reynolds
Board Chairman, Oakland Community College
Executive Director, Oakland Community College Foundation
Bloomfield Hills, Michigan

With current emphasis on quality education brought home to us most recently in the National Commission on Excellence in Education report, "A Nation At Risk," boards of trustees and presidents must sit up and take notice of their own institution's educational missions and policies. It is the responsibility of the board to define—perhaps re-define the college's mission statement as well as to determine the institution's objectives and priorities and to establish policies that will enable those objectives to be met or re-evaluated.

The diversity of community colleges in the United States makes it almost impossible to design a statement even as basic as the college's mission which would apply to all. Each community college is unique because of its service area. The community served by each college varies in styles and viewpoints as well as geographically. Regardless of the varying differences, however, the **bottom line** for each community college must be **quality.**

Quality, defined as superior excellence, has not always been associated with the two-year college picture. The credibility that community colleges are receiving now is long overdue. For a number of years, the two-year college has been producing students of all ages from all walks of life—regardless of race, religion, sex—a truly American institution.

At this time in its history, the community college is being referred to as in its "golden era." If this is true, then as the elected or appointed leaders of our board of trustees, we must heed the following advice of national leaders like Secretary of Education, Terrel H. Bell: "Schools must meet high standards and faculty and student performances must be closely monitored." A great deal of that responsibility falls on boards of trustees. Bell issued several "challenges" to the states for improving education. They include:

- Governors should establish task forces to recommend changes in graduation requirements, teacher performance and pay, and other reforms.
- School boards should develop new systems for teacher employment, pay, and performance assessment.

Another challenge issued recently by United Technologies in an article in the July '83 *Atlantic Magazine* titled, "Our Failing Schools," stressed that creating jobs, increasing living standards, improving productivity, yes, and even defining our national security, all pivot on technology. Yet at a time when technology is shaping the future, American education is producing technological illiterates. Unlike other countries, we are not recognizing the importance of science, math, and foreign languages. Yet, in a recent national opinion survey conducted for the American Chemical Society by Cambridge Reports, Inc., seventy-five percent of the respondents said three to four years of science and math education should be required for graduation from high school.

The challenge has been issued again because all too often educational institutions have allowed the "basics" and absolute curriculum to backslide, thus allowing general interest and leisure time courses to become highly visible. Both have their showcase in the educational marketplace; but in the proper marketing of any product, a balance must be achieved.

Statistics show that 10 percent of the Japanese have I.Q.s above 130. Only 2 percent of Americans have I.Q.s above 130. Science and math once were the backbone of American education and now many states do not require any math or science before a student is graduated. Is this quality in education?

Strong boards and strong presidents are necessary to bring about quality education. Presidents must have educational expertise as well as management and financial skills combined with political savvy. Trustees must be well informed and realize that the interaction of policy and management is inherent in their relationship with the president. Trust is the keyword in this all-important partnership. A successful president/board combination is the one whereby both have the command and respect of the other.

The **bottom line** for trustees and presidents: community colleges must spell "**Quality!**"

1. **Q—Quality** in education and, as AACJC says, "opportunity with excellence" is everyone's responsibility. However, trustees as policymakers, and presidents as leaders of institutions of higher learning, indeed play the key role. Together we must demand top quality from students as well as staff. If it is true, and we are a nation at risk, we must remedy our educational deficiencies.
2. **U**—Quality is the **uniqueness** of the two-year college and its open-door admissions policy that dictates investigation of innovative instructional technology to guarantee that admission means a real opportunity to acquire higher education. The two-year college is a more personalized education program which permits the student a variety of methods to achieve goals.
3. **A**—Quality can be challenged in the **admission** requirements of the community college by some elitist in academia. Therefore, the personalized counseling and guidance programs that offer self-evaluation and professional counseling in areas of education, career placement, student activities and financial aid take on an even more significant role.
4. **L**—Quality in the **learning** areas—both academic disciplines that provide a solid basis in liberal arts and sciences for students desiring to transfer to four-year institutions; the applied and career fields for those desiring immediate employment opportunities upon completion of one or two-year programs, as well as the general education experiences which develop a well-rounded education for a person, must all strive to produce individuals who can think clearly, make germane decisions and communicate effectively.
5. **I—Individual** attention to the student is the key to community college quality. Staff development is essential to provide the enthusiasm and know-how to work effectively with students. Comprehensive guidance and counseling assist students in search of self-understanding as well as assist them in the solutions of their academic, vocational and even personal problems.
6. **T—Tuition** at the community college runs the gamut from none in some states to low-cost in comparison to the four-year institutions. Traditionally, this fact and the varied programs of assistance for students in need of financial aid through loans, scholarships, and grants have made school accessible for many who otherwise could never achieve that reality. Trustees and presidents must strive even harder to keep costs down through tough budgeting techniques. Today—more than ever before, we realize that many of our students are back in school undergoing a re-training process because of the poor economy and high unemployment.
7. **Y**—The community college **yields** as graduates must be top-notch. Our reputation is on the line. If this is the "golden era" of community colleges, then we must shine. We have been challenged, and we must rise to meet this opportunity—and accomplish it with a touch of class—**first class quality!**

# A Trustee's Primer On Part-Time Instructors/Board Concerns

W. L. Smallwood, Board Chairman
San Jacinto College District
Pasadena, Texas

The decade of the 1980's offers a multitude of challenges to community college trustees. Increasing enrollments, surplus budgets, sedate faculties and full-time students are relics from a bygone era. In marked contrast, trustees of community colleges of the 80's face static or declining enrollments, dwindling financial resources, vocal faculties, a sharp downturn in traditional sixteen-to-twenty-one-year-old enrollees, and a rise in adult part-time students.

Indeed, trustees are confronted with the reality of managing institutions characterized by increasing costs and, with allowances for inflations, fixed or declining dollars. The employment of part-time instructors in ever-increasing numbers has been the money-saving panacea during this period of financial uncertainty. However, when the many perplexing problems created by increasing use of part-time faculty are analyzed, the financial benefits may prove to be short-term in nature unless managed more effectively.

## National Trends

The ratio of part-time to full-time instructors has risen steadily throughout the 1970's. Part-time instructors increased from 50 percent of all two-year instructors in 1974 to a peak of 57 percent in 1977, and little decline since.

It should be noted that the instructional percentages reported are absolute numbers and do not reflect actual percentages of the total instructional effort taught by full-time and part-time instructors. Full-time instructors teach from four to six courses per semester, as required by their subject area, while part-time instructors teach one or two courses per semester. Part-time instructors teach approximately 25 to 30 percent of the total instructional effort while constituting an absolute majority of faculty head count.

As an example, The San Jacinto College District of Pasadena, Texas, employed 325 full-time instructors and 394 part-time and percentage instructors for fall 1983. Of the 719 total instructors, 45 percent were full-time and 55 percent were part-time. However, when the instructional categories were converted to full-time instructional equivalents, full-time instructors taught 71 percent of the total instructional effort and part-time instructors taught 29 percent of the total instructional effort (Cherry, 1983).

## Reasons for Utilizing Part-time Instructors

Part-time faculty employment is increasing for the following reasons:

(1) The per-course rate makes pay lower for part-time faculty than for full-time faculty.

(2) Part-time faculty receive no benefits.

(3) Minimal (or no) office space is required.

(4) Minimal (or no) clerical assistance is required.

(5) Part-time faculty can be hired on a course-by-course basis with no long-term commitments.

(6) Part-time teachers provide greater flexibility in providing instruction in emerging disciplines (Albert and Watson, 1980).

(7) Part-time faculty create a buffer against retrenchment of full-time faculty as enrollment declines (between fall and spring semesters of each academic year, or from one academic year to the next).

(8) Part-time faculty allow splitting of courses, creating greater administrative flexibility in meeting student demands for instruction at a particular time or location.

### Part-time Qualifications and Performance

When examining the policy of employing part-time faculty, the following questions must be answered:

(1) Are part-time instructors qualified?

(2) Do they teach as well as full-time instructors?

In an attempt to answer these questions, various studies identified the following characteristics of part-time faculty:

(1) They are less experienced.

(2) They have spent fewer years in their current institution.

(3) They are less likely to hold membership in professional organizations.

(4) They read fewer scholarly and professional journals.

(5) They are less concerned with the broader aspects of curriculum and instruction and of the disciplines they represent.

(6) In speciality areas, they may be more directly connected to the practical aspects of their work, and they may have a greater fund of knowledge than most full-time instructors (Cohen and Brawer, 1977).

### Second-Class Status

While part-time faculty are required to hold the same credentials as full-time faculty, they occupy a "second-class" status for the following reasons:

(1) They are employed on a more casual basis. Because the institution is making no long-term commitment to them, there is no need to spend a great deal of time and money in selection.

(2) They may be evaluated differently or not at all.

(3) Little or no effort is made to conduct in-service orientation and faculty development programs for part-time faculty.

(4) Three-fourths of the colleges fail to provide office space for part-time faculty.

(5) They rarely participate in campus activities.

(6) They have little contact with students outside class.

(7) They have virtually no contact with their part-time peers (Cohen and Brawer, 1982).

(8) They are seldom granted tenure or vested property rights.

(9) They are compensated at half the standard hourly credit rates offered full-time faculty (Eliason, 1980).

### Institutional Efficiency

Most part-time faculty are employed during the evening or weekend hours. Evening and weekend students develop their impression of the college through contact with part-time faculty members. Since part-time faculty members often lack basic knowledge concerning institutional policies and procedure, problems, ranging from financial aid to career or academic counseling, are either not communicated or are miscommunicated to students.

Institutions with student populations exceeding 8,000 face a delicate problem in managing the large numbers of part-time faculty employed within various divisions. In large divisions, some administrators are required to manage 50 to 80 part-time faculty members. Financial gains from the use of part-time faculty may be offset by reduced institutional efficiency (Harris, 1980).

Institutions must target their priorities regarding the use of part-time faculty. It would appear that a trade-off exists between financial efficiency and operational efficiency as institutions utilize part-time instructors in ever-increasing numbers. As the number of part-time instructors rises within departments, from 10 to 20, to 30, to 40... to 100 or more, a point is reached whereby the ability to manage effectively is severely hampered. Students will encounter increasing difficulty in obtaining accurate counseling and related institutional information.

While no nationally agreed formula in terms of full-time to part-time faculty ratios exist, institutions become hard pressed to provide effective management when the number of student credit hours generated by part-time faculty exceeds 30 percent (Harris, 1980). Institutions are thus forced to increase their management staffs or employ additional full-time faculty members in lieu of part-time faculty members, resulting in increased operational costs. Staff development programs provide an alternative solution that will increase operational costs marginally, but significantly increase the efficiency and effectiveness of part-time faculty.

## Staff Development Programs

While narrowing the cost advantage of part-time faculty, well designed and implemented staff development programs provide for the successful functioning of the part-time faculty members (Harris, 1980). Part-time instructors can be oriented in institutional policies, teaching techniques, student services, and other pertinent information that will enhance the instructional effort and increase institutional efficiency. A Faculty Development Survey for Community and Junior Colleges in Texas, conducted by Alamo Community College District in 1983, revealed that 45 of the 46 colleges responding felt that a faculty development program for part-time faculty would improve educational services provided by part-timers (Rodriquez, 1983). Staff development programs can provide the necessary information and training to transform part-time faculty members into "first-class" community college educators.

## Part-time Faculty Policy and Procedures of The San Jacinto College District

The San Jacinto College District offers comprehensive educational programs on three campuses to approximately 17,000 students. Part-time instructors play a vital role in the instruction program. Part-time faculty are required to hold the same credentials as full-time faculty. The Evening Dean on each campus is responsible for the recruitment, orientation, faculty development and record-keeping of part-time faculty. All applications and records of part-time faculty are maintained by the Evening Dean. The Evening Deans may or may not delegate the power to employ part-time faculty to division and/or department chairmen, depending upon the size of the part-time faculty on each campus. All part-time faculty members are required to attend a one-hour orientation session on institutional policies each semester. They are compensated at the $14.50 per hour lab rate. New part-time faculty members with no previous teaching experience are required to attend an In-Service program addressing:

(1) Planning the semester.

(2) Creating lesson plans.

(3) Use of syllabi and textbooks.

(4) Use of instructional methods.

(5) Testing and grading.

(6) Use of audio-visual materials.

Instructors are compensated for attending the four-hour In-Service program at the $20.50 per hour lecture rate. Every part-time instructor receives a *Guidelines and Policies for Part-time and Percentage Instructors* manual to assist part-time instructional efforts.

Part-time instructional assignments constituting 50 percent or greater of a full-time instructional load for a given discipline are referred to as percentage instructors. Percentage instructors are awarded a contract for one semester with no expectancy for future employment created by the agreement. The salary is calculated from a percentage salary schedule based on the percentage of a full-time instructional load assigned an instructor. Percentage instructors receive benefits (health, life, dental and disability insurance) paid by the District. Percentage instructors must maintain a percentage of full-time office hours. Percentage instructors are provided office space per availability.

Part-time instructors are compensated on an hourly wage rate for lecture and/or lab instruction. The hourly rate as of fall 1983 is $20.50 per lecture hour and $14.50 per lab hour of instruction. Recent surveys indicate that the District rate was higher than the average part-time compensation among community colleges in the Gulf Coast region of Texas. Part-time instructors salaries, based on the hourly rates, are calculated for the semester and the total divided into four equal monthly payments. Instructor's monthly checks are deducted for the appropriate amount for absences incurred during the month. Part-time instructors are provided assistance with duplicating and photocopying tests and related student materials. No office space is provided for part-time instructors.

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# Health Promotion Through Physical Awareness

Don Weller
Chairman, Health and Physical Education
Director, Dundalk Community College Fitness Center
Dundalk Community College, Dundalk, Maryland

Over the past decade an enlightenment has taken place as to the value of life style changes in the relationship to disease. Nutritional considerations plus regular activity patterns have been directly correlated with the incidence and severity of disease. In "occupational exertion" studies (Fox and Boyer, 1972) there was noted an inverse relationship between the amount of occupational exertion (i.e. in manual labor) and the incidence of cardiovascular types of disorders. It was further stated that persons who were habitually active in some form of recreational activity could further reduce their susceptibility to disease (Froelicker, et al 1980).

In a national physical fitness survey conducted by the President's Council on Physical Fitness and Sports (1973), it was reported that about 55% of the 3,875 men and women over the age of 22 years of age engage in some form of physical activity. Although it is estimated that over half of all adults are performing some type of exercise, most are not educated to the appropriate type of exercise nor to the frequency, duration, and, most importantly, the intensity for their present physical condition. This lack of direction most frequently ends up in a negative experience with limited successes, frequent drop-outs, sometimes injury and even sudden death. (Steodefalke, 1977)

A regular program of physical training which will impact on and contribute to a healthful life-style is not an easy accomplishment to undertake on an individual basis. The research is available as to how to significantly improve one's life-style via physical activity and diet. According to Richard Keelor, Ph.D., Fitness Director of Campbell Soup Co., "the problem is not research, the problem is how to apply what we already know and institute changes to improve lifestyles. That's a matter of organization and leadership." (Barnes, 1983)

## The Goal of a Community College in Health Promotion

The community college philosophy is to "service" its respective geographic area. What better way to achieve the goal than to upgrade the community's health status by an organized and scientifically based program.

To provide persons with facilities and time to exercise does not significantly increase the fitness status of any group. Just providing a program is not enough. If asked, most people recognize the need to "get in shape" and the value of health, yet within the first year of any program, the "drop-out" rate is well over 50% (Stone, 1980).

This trend has been associated with two factors (1) an accepted expectation of failure due to some personal weakness, or (2) a lack of genuine commitment (Nash 1976). It is easy for people to make excuses as to why they do not wish to participate or maintain a program. The college must provide a variety of well-planned activities which "relate" to the community they service. It must be flexible in its packaging of programs. It should be tailored to special groups, such as police, firemen, teachers, shiftworkers, etc. This may require a floating schedule of classes or even going directly to the worksite. It must also be responsive and diverse to appeal to all ages, both sexes, and all stratification of health status.

## Elements of a Successful Program

### Organization and Leadership

Initially, participant's motivation is an extrinsic, outside of self, and continuance is largely dependent upon sound leadership and the surroundings. Motivation is the key to long-term maintenance. Leadership by program directors and exercise leaders is primary in providing the external motivation which is so necessary, at least initially, in health behavior modification programs. Even more valuable than facilities, an enthusiastic, knowledgeable, role model is your best investment toward the modification of previously inactive persons into active healthful life-styles. (Haskell and Blair, 1981)

The program design must be very specific with easily identifiable and attainable goals and outcome. Wherever possible, barriers to participation must be eliminated. The faculty, schedule and staff must be responsive to local community needs. Cost, bureaucratic hassles and the general atmosphere of the facility must be conducive to participation.

### Marketing/Promotions

As stated earlier, most people do not have the knowledge necessary to evaluate program offerings. There must be an "indoctrination" of some sort which will "sell" the program's worth. The underlying program goals must be explained. The expected benefits to them individually must be delineated, and most importantly, there must be an efficient system for enrollment.

"Misery loves company" and the more encouragement for participation by all coworkers, formerly members and friends, the more regular the participation patterns become.

If some acceptable method of involving family members is available, this too will increase participation.

The promotional aspect of the program can take many forms such as newspapers, cable T.V., brochures and radio. But the most beneficial form of promotion is the person himself. Doing a good job on the individual will be your best means of program promotion.

### Versatility

The main objectives of any fitness program should be to increase the cardiovascular system's efficiency. The methods available to do this are very diverse, so are the likes and needs of the participants in a large population setting. The more diverse the activity offering, the more recruitment appeal.

During the program itself the diversity will reduce the ever present boredom and maintain the interest in participation. Season changes, where appropriate, will also enhance the variety of program offerings. (Haskell and Blair, 1981)

### Evaluation/Re-evaluation

A reliable method of assessment must be attained to give the participants the needed information on their status, as well as the leadership and the necessary information to help in the attainment of a better health status. Evaluations should be succinct but meaningful. A structure for entrance in participating programs, a specific method of attaining the goals/outcomes, plus ways of objectively measuring progress must be identified. Once an intermediate goal is met, further attainable goals must be set and further motivation must be generated. (Weller, 1981)

### Recognition of Excellence

At the end of a specific time frame (be it monthly, bi-monthly, semi-annually, etc.) an award presentation ceremony of some sort should be initiated. This could easily be tied into a post-program fitness assessment as a recognition of improvement in those parameters being evaluated. The rewards could be as simple as public recognition of accomplishment or more lasting reinforcements as T-shirts, plaques, trophies, etc. If improvement of fitness status is truly a goal supported by the corporation or employer, some form of corporate recognition would reinforce the philosophical commitment. Suggested types of incentives would be vacation days, hours off, or pay increases. Although this may seem outrageous, the overall net savings in health care costs, as well as increase in morale and subsequent productivity, would offset this investment. (Weller, 1981)

### Summary

It has been significantly determined that an active life-style which includes the components of health behavior modification and a realistic dose of regular exercise will benefit the quality of one's life. This data is sufficient to warrant implementation of and the continuation of a fitness program as a means of upgrading health status.

It is not enough to offer a beautiful facility. A planned program must accompany the actual physical surroundings. It must be based on a sound design which will educate and motivate the participants. It must be scientifically based to utilize the best information available to get the most success from the least amount of effort. It must be individually responsive to the participants' particular needs and desires. Program variety must reflect individuality in preference, sex, age, and fitness status.

Critical to this motivational and modification aspect of the program is fitness assessments. There are numerous methods of assessment techniques which will quantify program success. It will give the necessary input to the program directors as to the entrance levels of participants; it will give participants accurate appraisals of present levels and aid the formation of realistic short-term and long-term goals. Fitness assessments will automatically evaluate program successes. If performed in a realistic fashion, assessments will objectively reinforce the program quality and the success of program design. Such data will be a tremendous value in recruitment of new participants, continuation of those already enrolled, and act as a specific rationalization for program costs.

The key element to any program is leadership. It provides direction, evaluation, motivation and modification. Of all components, a strong, enthusiastic and knowledgeable leader may well be the single best commodity that will determine program success. A professional health and/or physical educator or other health professionals with a background in physiological indicators and contra-indicators of exercise as well as behavior modification techniques is essential.

A successful long-term program must be planned with all aspects considered. Personnel, cost, population, and the setting of the program must be blended into a workable unit. To make sure planning is accurate and goals are realistic, investigation into other programs deemed successful should be supported. Those persons that are to be served should be interviewed and program growth should be slow and critically evaluated and modified as necessary. A pilot program should be instituted with carefully selected participants that are willing to evaluate program strengths and weaknesses. Once all aspects have been tested and evaluated, then implementation with a better chance of success and a minimal amount of problems can be expected.

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# TRUSTEE QUARTERLY

**Volume 8** **Number 2** **Spring 1984**

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# Wellness and the Community College

Beatrice Doser, Board Chairperson
Montcalm Community College
Sidney, Michigan

What is meant by wellness? Wellness is that quality of life that was sought by the ancient Greeks when they aspired to die young as late in life as possible . . . that quality which is represented by complete physical, mental and social well being (mind, body, and spirit) . . . not merely the absence of disease or infirmity.

Wellness denotes a physical/emotional level characterized by people who are able to relax; who are alert, confident, creative, energetic, happy, sexually satisfied, independent, optimistic, radiant, worry-free, self satisfied; who sleep well, eat properly, do not smoke, drink moderately or not at all; and are free from minor complaints such as indigestion, headaches, insomnia, or constipation. Fewer than six percent of the population enjoy this kind of wellness.

People are interested in wellness because life without wellness becomes a burden and an affliction and because of the increasing costs of health care. In the U.S., about 350 million man-days of work are lost annually because of illness and accidents among industrial workers. Students are absent from school 220 million days. Poor health is a staggering drain for the individual, the family, and society as a whole.

Sixty to seventy percent of Americans take a prescribed drug every 24 to 36 hours . . . to say nothing of over-the-counter drugs. One out of every three male adults suffers from high blood pressure.

The President's Commission on Mental Health (1978) reported that 9 million Americans are alcoholics, and 15 percent of the population needs some form of mental health services. Alcohol is the third leading cause of birth defects, including mental retardation. Traffic accidents are the number one killer of 16-24 year olds in the U.S., and nearly half of these are believed to be alcohol related. In Michigan nursing homes, as high as 40 percent of the patients are alcoholics.

The data goes on and on. The problem is immense. The Center for Disease Control suggests that 50 percent of all deaths due to the ten leading causes of death in the U.S. can be attributed to life-style factors. A Canadian analysis shows that 18 percent of all premature years-of-life-lost from ages 1-70 are attributable just to cigarette smoking and excessive drinking.

Is there a solution to the problem? Yes! Widespread data indicates that patterns of daily living, including eating, physical activity, and the use of alcohol and tobacco, largely determine how well, and how long one lives.

One study in California showed that a 45 year old male could increase his life expectancy by eleven years through eating moderately, eating regularly, eating breakfast, abstaining from smoking, exercising, using alcohol moderately or not at all, and sleeping seven to eight hours per day. Compare that 11 years to only four years of increased life expectancy gained due to all the medical advances between 1900 and 1970, including surgery and drug therapy.

The leading cause of death in the Western World is some form of heart disease; of the 15 variables that influence a person's chances of having heart disease only one—heredity—cannot be positively affected by vigorous, daily exercise.

One-fourth of all cancer deaths are related to smoking. Nearly everyone realizes that there is a 95 percent chance of lung cancer from smoking; but are people aware of the risk of cancer of the larynx, the esophagus, the bladder, the kidney, or the pancreas? Smoking contributes to bronchitis, emphysema, and other cardio-vascular diseases. Michigan smokers lose one-third more work days from illness and experience 15 percent more days of bed disability than nonsmokers. In fact, cigarette smoking is the number one cause of preventable illness and death in the State of Michigan.

Yet people can stop smoking. In the last decade, 25 percent of smoking adults quit.

People need information and an understanding of their options to decide for themselves what changes are appropriate and beneficial for them. Even highly motivated people need social, psychological, and environmental supports to make some of these changes.

To effect a widespread change in lifestyle, education and reinforcement needs to occur where people are; and for that reason, community colleges seem appropriately suited, if not uniquely suited, to accept the challenge implied by wellness.

In many rural areas, the community college is the only entity with the proper resources to put together a wellness program. Of course, that is not to say that the community college should try to tackle this problem alone. The coalition approach utilizing hospitals, schools, churches, the mental health department, cooperative extension service, the public health department, and/or other civic-minded organizations may well be more appropriate.

One-third of the population is overweight to the extent that life expectancy is lowered; however, obesity, smoking, and high blood pressure seem to be more prevalent among the lower socio-economic groups... those are groups that community colleges have served well in other programs.

Those people who are products of the baby boom are now young adults. If their life styles are not positively changed before their population bulge moves into the grey-haired category, the cost in dollars and human suffering will be phenominal.

If there is no wellness program in the service area, the community college should start one. If there are programs in the service area, the community college should evaluate and decide whether they need augmentation. Community colleges have a responsibility to the students, the employees of the college, and the community.

A college person or committee should be designated to examine all of the offerings of the college to see if the benefits of wellness, the deterrents to wellness, and the reinforcements for wellness are being communicated. Since factors affecting wellness extend from accident prevention, to environmental concerns, to positive life style, to rehabilitation efforts, every college offering can incorporate some wellness information. College food service can be bold and imaginative in presenting facts and options. Student government can be involved.

Most of the habits that negatively affect wellness are learned early. Three-fourths of all smokers start smoking before age 20. Youngsters are "turned off" by exercise because they do not do well in a competitively organized school program. People need to be insulated against peer pressure, to learn to make decisions in a conscious way rather than being swept along by the crowd. Behavior modification techniques can help impart a sense of worth, of being in control, of being able to cope. Community college faculty and counselors can be very effective catalysts for such changes.

Employee wellness programs should be instituted or re-evaluated. Extend the resources of your institution to your employees, for they will be the living examples of a wellness program that works. Encourage them to swim before lunch, eat moderately and wisely, and follow other behavior patterns that will contribute to their wellness.

The general public can be served through a myriad of ways that are positive in their approach to wellness even down to the choice of refreshments. Let me run quickly through a list of possible offerings, mostly non-credit, which could easily help sell wellness to the community:

- Swimming classes and open swims for infants, toddlers, children, handicapped, teenagers, young adults, overweights, adults, and senior citizens; plus, basic rescue, water safety, and scuba diving.

- Various level classes and/or clubs for gymnastics, volleyball, handball, basketball, softball, aerobic dancing, ballet for children, yoga, tennis, jogging, running, physical fitness, skiing, and hiking, complete with campus trails.

- Offerings such as parenting, grand-parenting, foster parenting, enrichment classes for bright children, budgeting, retirement planning, life planning, life planning for women, consumer education, consumer health education, time management, gardening, massage, housekeeping, arts and crafts, food service, and travelogues.

- Also, nutrition, weight control, stop smoking, eliminating self-defeating behavior, meditation, first aid, C.P.R., eye health, cardiac education, hypertension, stress management, arthritis, Alzheimer's disease, nosocomial infections, death and dying, grief and grieving, know-your-drugs, human sexuality, and positive mental attitudes.

- Plus senior education day, women's day, ag-action day, and health fairs and other festivals.

The public wants to know more about caring for themselves, and community colleges are in a position to respond.

Businesses and industries have become very interested in front-end wellness and safety education. They expect to see long-term savings in workers' compensation, employee turnover, disability payments, employee health care and health insurance expense, as well as short-term benefits resulting from reduced absenteeism, increased productivity, and improved employee morale.

Toronto employees of Canada Life Assurance Company, who faithfully followed the company's employee fitness and lifestyle program, had a 42 percent decline in absenteeism. A Goodyear factory in Sweden reported a 50 percent cut in absenteeism as a result of a comprehensive fitness program.

If one employee stops smoking, a company can expect to save $200 annually; if one person controls his/her blood pressure, the expected savings is $260 annually.

Xerox, Campbell Soup, Pepsico, and I.B.M., along with many other corporations, have been actively involved in fitness programs for a number of years. Robert M. Cunningham, Jr., reports that some 400 corporations have organized employee health or fitness programs that go beyond the usual health and safety concerns of the average corporate medical department.

If your community college is not already involved, the time is ripe for you to consider offering business and industry an onsite (inhouse) program of classes, which incorporate use of on-campus facilities for swimming and other exercise. Included in these classes might be: accident prevention, health monitoring, physical fitness, nutrition, mental health, smoking, and alcoholism.

Michigan community colleges, like most of your colleges, have developed good working relationships with business and industry; and the offering of wellness services is a logical next step.

However, one should not expect too much too soon. The individual has to learn to take responsibility for his or her own wellness. The changes in health status brought about by life style changes do not show up immediately, and it takes at least three years to bring about a lasting change in life style. During that time, the initial excitement wears off; classes become a chore, or even a bore. Instructors and coordinators have to be creative and talented to sustain the interest level. A well coordinated and reinforcing program is necessary.

The college wellness designee, or committee, needs to evaluate the program and revise parts as necessary. How many people started, and how many successfully completed? How many are still on track a year later? Would the swimming instructor benefit from a class in behavior modification techniques?

In closing, I would like to talk to you about APPLES... APPLES each day keep illness away. I'd like you to remember APPLES where:

A stands for accident prevention (buckle up)
P stands for positive mental attitude (smile, it's contagious)
P stands for physical fitness (walk, walk, walk)
L stands for life style (kick the bad habits)
E stands for environmental protection (keep it clean)
S stands for stick with it

The challenge, the opportunity, the responsibility, is to transform a culture rampant with junk food, smoking, drinking, and sitting in front of the T.V., into one that supports regular exercise, healthful food, the elimination of smoking, and an informed approach to the relief of tension.

Accept the challenge. Be an APPLES person—an an advocate for wellness in your own life and those lives touched by your community college.

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# Jobs, Training, Education and the 98th Congress

U.S. Representative Mervyn M. Dymally of California

*Editor's note: This article is taken from an address to the ACCT National Legislative Seminar on February 26, 1984.*

The recent recession, from which we seem to be experiencing a deceptive break, together with a series of education reports issued last year have served to focus the attention of Members of Congress on the issue of jobs. More specifically, the Congress has been focusing its attention on the relationship between jobs and training. I wish I could say that our deliberations have resulted in comprehensive training, education and jobs legislation. Unfortunately, differences in attitude between the House and the Senate and differences between the Congress and the President have resulted in a stalemate in many important areas. Nevertheless, I want to tell you about what Congress has on its collective mind in this area, and how Congress is attempting to respond to what it has learned. Although I do not expect landmark legislation in the second half of the 98th Congress, I hope that what we have learned during this session will show results in the 99th Congress.

As the recession approached its deepest point, we were trying to understand what lasting effects it might have on jobs in this country. We sought the advice of hundreds of experts. There was some frustration because even experts do not always agree on the prominent features of a problem. We found that economists differed in their views from business persons; technical experts and union leaders were not in agreement at all points, and educators held several points of view within their ranks. But some items came up with enough frequency that we probably can regard them as significant.

One observation that occurred with some frequency was that the nature of work is changing and the recession may have speeded that change along. Technical innovations such as robots, computer aided design, and automated factories will eliminate many repetitive jobs and will reduce the amount of time needed to perform other jobs. The question that needs to be answered here is this: Will these technical innovations create new kinds of jobs and will they create them in sufficient numbers to offset the jobs they eliminate? It appears from the testimony we have heard that at least two effects of technical innovation will be observable in the workplace. First, workers who already perform highly skilled functions will be freed from the more mundane aspects of their tasks. For example, a designer will be able to conceptualize a design but will not have to go the next step and actually draft the design. The computer will do that, and will free the designer to put more time into the more creative aspects of his or her work.

The second effect of technical innovation is that people who were once a part of the manufacturing process will no longer be needed. In their place will be machines. But machines have to be kept running. They have to be serviced. Moreover, as machines increase the volume and quality of manufactured items there will continue to be a need, and perhaps a growing need, for people to sell and service these goods.

There are implications here for educators. One implication is that there will be a need for greater sophistication in two segments of the work force. Those workers who are freed from having to carry out the less creative aspects of their jobs will be called on to spend more time being creative. Educational institutions, in turn, will be called on to provide these people with a greater range of knowledge—the building block of creativity—and, perhaps, with the discipline necessary to continuously combine those building blocks in novel ways.

The second group of people the educational institutions will need to train will be those who have been displaced from the manufacturing sector into the service sector. Rather than repetitive assembly tasks, these people will have to know how to keep the machines running. Others of them will need to sell the products. Training programs will need to adapt to these shifting demands. On the one hand, the training will need to become increasingly technical. But also, for a segment of the work force at least, training will need to instill social and business skills. More people will need to know how to deal with people.

Legislators from the Federal to the local level have the responsibility for creating an atmosphere that will make it possible for educational institutions to adapt to new training requirements. Members of the 98th Congress, it appears to me, have given most attention to three aspects of this responsibility to create a conducive atmosphere. They are looking for ways to get the right equipment to schools, to raise the skill levels of teachers, and to find ways to finance the cost of education. As I have said, the legislation coming out of the 98th Congress does not appear to me to be adequate to resolve the training problems we face. Nevertheless, there are a number of bills which will be difficult to pass this term but which nevertheless propose solutions that may in the future form the basis for more adequate solutions to our present training problems.

The final Carter budget contained the first installment of money aimed at renewing the teaching equipment in our colleges and universities. That budget was taken back when Mr. Reagan came into office and the money for equipment was removed. As a result, there has been a four-year delay in addressing a need which becomes increasingly critical each year. You are well aware of the magnitude of the problem. But let me give you one example of the problem which was impressive to me. In a State other than the one I represent, there are fifty community colleges. The equipment allocation to each of these schools is not sufficient even to maintain the service contracts on existing equipment, let alone replace a piece of equipment beyond fixing. A group of businessmen who toured some of these schools came away with the comment that some of the equipment they saw had not been used in their industry in twenty years. They were museum pieces.

The Reagan administration appears now to have recognized the equipment need. In the upcoming grant year, the National Science Foundation, at least, is going to be allowed to fund equipment grants. The Foundation also will allow a greater portion of research grants to be used for equipment purchase. And the Foundation is initiating a program to introduce university researchers to one of our most sophisticated pieces of equipment, the supercomputer. I should point out, however, that even here the effort has been scaled back by the Office of Management and Budget to a level that is about one-fifth what Foundation experts felt was needed. We have been told that the price tag to re-equip our schools is about two billion dollars. I do not expect an effort of that magnitude this year.

Instead, there are a number of bills aimed at stimulating educational institutions to seek new equipment from places other than the Federal government. For large equipment purchases such as sophisticated computers Congressman Brown of Colorado has introduced a bill that would make it easier for colleges and universities to issue tax exempt bonds for the purchase of this equipment as well as for facilities. It is apparently possible to issue such bonds now, but it is a very complicated procedure requiring careful legal advice at each step. The bill would make it a less risky practice from a legal standpoint.

Besides having investors pay for equipment as in the tax exempt bond approach, there are also bills which would make it attractive to industry to provide equipment. Probably the best known of these approaches is aimed more at primary and secondary schools than at colleges. It is known popularly as "the Apple Bill" and would provide a tax incentive to corporations that donate up-to-date equipment to schools. This bill almost passed in the 97th session, but I have been told the bill had no provision requiring businesses to show teachers how to use the equipment. Teachers did not support the bill in that version. The bill introduced in the 98th session does have a training provision. It was introduced in January of last year and has been sitting ever since in the Ways and Means Committee to which it was referred. I should add here that the Apple bill was modelled on an already existing law that allows a tax advantage to corporations that donate equipment to colleges. My understanding is that the present law has the shortcoming of not requiring the equipment to be new.

The final method Congress is exploring for getting better equipment into colleges is the joint venture. Joint venture research and development really has many more purposes than improving equipment in colleges and universities. Its main purpose is to provide a means by which American firms might be put on a more competitive footing with foreign companies. But I think a secondary advantage of this legislation may be to update university equipment. Under the joint venture scheme, two or more companies or several companies and a university would be allowed to cooperate in the development of a new product. All participants would share in the fruits of the research and development work and the companies would be protected from prosecution under antitrust laws. A university under such a plan might put buildings and its top scientists into the project in return for state-of-the-art equipment that would be provided by the participating companies. A bill of this sort has passed the House Science and Technology Committee but is still pending before another House committee.

The level of expertise of those who provide an education to the members of our labor force has also received attention by the Congress in the 98th session. The best known of attempts to do something in this area is House Resolution 1310. That bill would provide 400 million dollars to upgrade the skills of up to 20,000 of the nation's secondary school science and mathematics teachers. Lesser known provisions of the bill would allow some of this money to be used to provide teaching skills to scientists who wished to teach at the secondary school level. H.R. 1310 was passed quickly in the House and there was hope for a time that money would be available by this summer. Unfortunately, the Senate has not greeted the skills upgrading of teachers with the same enthusiasm as it encountered in the House. The bill passed through committee fairly quickly, but it has been pending on the floor of the Senate for nearly a year now without an indication it will be taken up on its own merits. In fact, from what I have been told, the bill had its best chance for being taken up just before Christmas last year when it was being contemplated as a vehicle to which a rider on school prayer could be attached.

Now that the chance of passage for H.R. 1310 is dimming, I think it might be worthwhile to recall that 1310 came through the House with such force that it drew attention away from a number of other approaches to the problem of teacher skills upgrading. Now may be the time to reexamine some of those approaches.

One such approach would change the standard of excellence for teaching. This might not have an effect on present day teachers, but it might change the way new teachers are educated. A bill of this sort passed the House just three weeks ago. That measure introduced by Representative Paul Simon of Illinois would establish State level commissions on teacher excellence. Simon's bill is one of a class of approaches that would use leverage rather than large amounts of money to accomplish their ends.

Another of these approaches will be tested starting this year at the National Science Foundation. The Foundation will begin giving Presidential awards for Excellence in Teaching. Outstanding science and mathematics teachers will be recognized and they and their institutions will be given a monetary award. Though few of these will be given relative to the number of science and mathematics teachers there are, it is hoped that by focusing national attention on excellence in teaching, the perceived status of teaching will be raised in the eyes of the public and public approval would then act as an incentive to pursue excellence.

As in the case of purchasing new equipment for teaching, there are a number of bills which would look to the private sector to improve the skills of teachers. These bills seem to work in one of two ways. They provide a tax incentive to industry to allow their expert personnel to spend time assisting teachers in the classroom or they provide tax incentives to hire teachers during the summer months. The former method brings people who are at the cutting edge of science and technology into the classroom to help teach. The latter method puts teachers in an environment where they experience firsthand the applications of the concepts and procedures they teach in the classroom. A second attraction of this latter approach for teachers at least is that it has the effect of raising their yearly salary by providing employment during the summer months.

Before I close, I want to say a word about Congress and the financing of education. Federal expenditures for quite some time have accounted for about 10% of spending on education. One of the most controversial aspects of the Reagan Administration agenda has been its attempt to decrease Federal participation in education. The Administration attempted to abolish the Department of Education; some of its appointees undermined research efforts at the National Institute of Education, and the Administration succeeded in abolishing the Education Directorate within the National Science Foundation. Each of these measures was resisted by Congress, and now, for the first time, the President's budget request for the Department of Education is close to what the Congress has been appropriating over the objection of the President in past years. The National Institute of Education is headed by a person whose abilities are recognized within the Educational research community. And this year the National Science Foundation will reconstitute its education directorate. I think these are victories and welcome developments, but they are not progress. Rather, they represent the beginning of a return to the status quo.

The next opportunity to make more effective use of Federal dollars in the financing of education will come throughout this year and 1985 as authorizations for many of the major programs within the Department of Education expire. The Administration has been clear about its intention to roll even more of the programs within the Department of Education into block grants and turn the grants back to the State and local authorities with little targeting of Federal dollars to accomplish specific purposes. The Administration would like to eliminate almost all funding for Indian higher education. Finally, it would like to turn over to the private sector much of the responsibility of vocational training. These positions and the reauthorizations by which they might be implemented will surely form the education battle lines between the Administration and the Congress for the next year.

As educators, you will need to reach consensus within your own ranks regarding the proper role of the Federal government in the financing of education and training. Do you think the Federal government should target its education dollars or would you as administrators and trustees like greater discretion in their use? Does the government still have some responsibility to see that Indians and other minority groups as well as women have fair access to the higher education of their choice regardless of financial need? Or do you believe instead that Federal support for students should more and more be based on merit rather than need? Finally, do you think it is a national priority to train and retrain citizens displaced through changes in the nature of work in America? Or do you believe that the magnitude of the problem has been misperceived and that the private sector is capable of dealing with any shifts that might occur in the world of work? These are among the most important education questions the Congress will be called on to answer in the remainder of the 98th and in the first half of the 99th session. I would be most pleased to hear your thoughts on the issues I have raised.

# High Technology—Where Are We?

Robert J. Kopecek, President
Northampton County Area Community College
Bethlehem, Pennsylvania

Where is high technology taking us?

Every section of this country will answer the question differently. The Silicon Valley in California, Rt. 128 in Massachusetts and the Research Triangle in North Carolina will respond quite differently than the agricultural mid-west or the "old" industrialized sections of the Northeast. Even so, the impact of technology is, and will be pervasive.

Northampton County in Pennsylvania, the home of Bethlehem Steel, the second largest steel producer in the country, forms my frame of reference. Our County is made up primarily of manufacturing communities. These communities are surpassed in manufacturing by fewer than 15 other areas in the United States. Over 50% of those employed work in manufacturing in Northampton County, compared with 28.2% nationally. The major industries are, in addition to primary metals, the apparel trade and construction. Our unemployment rate throughout 1983 hovered around 12.5%, higher than the national average. A major study indicated that only 12 firms and 2% of the County's work force classify as high technology. Service industries and firms, where the majority of high tech industrial growth is occurring nationally, comprise only 17% of our County's employment compared to 23% nationally.

Serious study and much soul searching of community leaders indicate that it is unlikely that the number of people employed in manufacturing is going to change drastically because of the development of new high tech firms. Although the County is trying hard to diversify and attract new high tech businesses, our realistic answer to where we are and where high tech is taking us may be considerably different than yours.

But, as far as new jobs are concerned, notwithstanding all of the media blitz currently surrounding the subject, high technology is little more than a lot of press with little translation into new jobs. The jobs that are developed pay much less than our workforce is accustomed to receiving. For example, according to the Bureau of Labor Statistics, high technology will represent only 7% of total jobs by 1990, an increase of only 2% over the previous decade, 1970-1980. Of the 24 million new jobs to be created by 1990, 37 occupations will account for half of those new positions, but only four are high tech occupations, and these occupations place near the bottom of the list. The majority of job growth will continue in more traditional occupations—secretaries, truck drivers and nurses aids. (See chart below.)

**Fastest Growing High Technology Jobs**

| | Projected Growth 1980-90 | Percent Growth (%) |
|---|---|---|
| 1. Data Processing Mechanics | 77,000 | 92.3 |
| 2. Computer operators | 133,000 | 71.6 |
| 3. Computer analysts | 139,000 | 67.8 |
| 4. Office machine servers | 33,000 | 59.8 |

**Fastest Growing Jobs, Overall**
**(Producing the most new jobs)**

| | | |
|---|---|---|
| Secretaries | 700,000 | 28.3 |
| Nurses' aides | 508,000 | 43.2 |
| Truck drivers | 415,000 | 24.5 |

Source: Bureau of Labor Statistics

But, to ask how many jobs are being created by high tech is to ask the wrong question. High technology's impact is not in the creation of jobs. Its impact is, however, pervasive in how work is going to be done. Companies are changing their methods of operation: microprocessors speed up paperwork; robotics mechanize manufacturing processes; and, data networks increase the available information. Companies, however, are making the same products and offering the same services. The end is essentially unchanged; the means have changed dramatically. Education and the way we train and retrain the workforce, therefore, must also change.

## Technological Transfer

The transfer of high technology to traditional industries is the key. Today's companies cannot compete in the international marketplace without utilizing—putting into productive use—new technologies. Community colleges must become partners with these industries and research universities to begin the process of translating the new technologies that have been discovered into new production technologies and to continue teaching more people how to use new technologies to do the same old jobs—better, faster and cheaper.

For example, CAD/CAM may be the answer to the shoe industry's losses in the international market. Recently, shoe manufacturers gathered at Lehigh University in Bethlehem, Pennsylvania to learn how computer aided design could save time and money in designing shoe styles. By the end of the seminar, these manufacturers, in an essentially old, low tech industry, saw little choice but to embrace this high technology technique. The results seem obvious. The industry will need new equipment, a few retrained designers, and many re-educated shoe workers.

## Reconceptualizing—Changing the Perspective is What is Required

John Naisbitt, in *Megatrends*, says, "There are cities and companies, unions and political parties in this country that are like dinosaurs waiting for the weather to change. The weather is not going to change. The very ground is shifting beneath us, and what is called for is nothing less than all of us reconceptualizing our roles." Since we cannot look at business and industry in the same ways anymore, we cannot look at education that way either.

In the recent past, community colleges have concentrated on the technical aspects of high technology and there is and will continue to be a need in this area. But, community colleges must not overlook the new approaches to management which seem inherent in this change in technology. Some authorities are arguing that up to 80% of our production and productivity problems are people centered. The management revolution is real and must be addressed as surely as the computer and the new machines. We cannot afford to have tunnel vision in planning our responses. Retraining first line managers, as well as the executive suite, in Theory Z can be as important to technological productivity as the training of microelectronic technicians. Rampant change in management, as well as the technological shift, require us to reconceptualize our mission and our delivery systems.

Reconceptualization for community colleges means more inservice training. Community colleges must make this training for people currently employed an even greater focus of their efforts. This emphasis is reflective of the AACJC's theme for 1982-83—"Putting America Back to Work." It reflects ACCT's emphasis on industrial-educational partnerships. Community colleges, working within the unique conditions of their community, must be even more innovative, aggressive and creative in their efforts to retool the human element of the workplace. Old dogs can, and must be taught new tricks.

In a practical sense, the high tech revolution is indicating that if community colleges do not accept the reeducation and training mission, someone else will. According to Ernest Boyer, companies spending at an annual rate of 30 billion dollars, have made themselves the "fastest growing education sector in the country." "Bud" McMahon, in his keynote address to the ACCT Convention in 1982, stated that traditional educational institutions—including community colleges, have a two year window to make significant inroads in this training market.

High technology makes now the time for community colleges to initiate aggressive ventures to meet industry's education and training needs before industry, itself, assumes the sole responsibility. Some institutions across the country are doing an outstanding job. But most have not really geared up yet.

### Dichotomy of Mission

Community colleges have always had a dichotomous mission. High tech has made the extremes of this dichotomy more intense. Given the need for technological transfer—moving what is known theoretically to what can be done on a production line—community colleges have three tasks:

1. To help industry recognize and adapt to the possibilities inherent in the new technologies. In other words, to facilitate technological transfer.

2. To provide short term training programs for people involved in the new day-to-day activities of industries—retraining and education.

3. Simultaneously, to provide what has always been required—long term education and training to "traditional" students. But this education must be done in new ways with differences in emphasis and with higher expected levels of achievement for all students.

### Response to Short Term Goals

Mucik, writing in a National Center for Research in Vocational Education publication, stated that "three-fourths of today's jobs can be learned in three weeks or less." This reality demands flexibility and responsiveness on the part of community colleges. Again, a reconceptualization of our mission. How can we respond to these short term goals? One approach is through specialized industry-specific training (Customized Job Training as it is called in Pennsylvania). Northampton County Area Community College, through a state program for new or expanding industries, has, last year, administered fourteen specifically designed job-specific training programs. These efforts represent more than 500 trained employees and a dollar value of over $850,000.

Consortial arrangements of community colleges and area vocational technical schools are another possible approach. Unlike job-specific training, this approach trains people for jobs that we think will be there—pool training in a setting that maximizes the available instructional resources in a community.

The third general type of consortial arrangement is the establishment of a national training center for a business. For example, an agreement was negotiated with Rexroth Corporation, a major producer of hydraulic equipment, in which Northampton County Area Community College provides training programs using an up-to-date, fully equipped laboratory provided by the corporation for Rexroth employees and customers, as well as students in both the community college and an area vocational school.

### The long term mission—the educated or at least the literate individual.

We must remember that short term training is only one part of the community college's mission. The college has the equally important need to meet the long term education and training demands of industry, the community, and most importantly, the people.

We need literate people, regardless of where technology takes us. Society, becoming ever more complex, requires higher levels of literacy than previously believed. I am not talking about computer literacy alone. In a 1981 survey of Lehigh Valley industries conducted by the local PIC, employers repeated a consistent concern, "When young people are interviewed, they are found not to have the basics." Basics were defined as communication, mathematics and analytical skills. Levin and Rumberger's recent article, "The Educational Implications of Higher Technology," makes the point that "most jobs will not require higher level skills because of high technology." However, they continue, "Everyone should acquire strong analytic, expressive, communicative and computational skill as well as extensive knowledge of political, economic, social and cultural institutions. These aptitudes and knowledge are required for understanding daily experiences and ensuring access to social opportunities."

This is a description of the literate person in a technological age and gives a clear direction for community colleges. This literacy begins with the basics, but also embraces technological adaptation. Students educated from this perspective will be able to work in job clusters, respond to technological advancements, and cope with societal changes.

### Comprehensiveness

This brings me to a one word answer to the original question. Where is high tech taking us? Not necessarily to new associate or certificate programs or new job training, but to comprehensiveness—meeting short and long term needs of the community. Community colleges need to equip themselves to respond to immediate demands of ensuring that long term needs will also be served.

### Effects of Reconceptualization

Reconceptualization can lead, programmatically, to the integration of high tech skills into many existing disciplines. For example, I am told that the highly successful computer graphics program at Milwaukee Area Technical College began with a short term training program for General Electric's Medical Service Systems Division. With the assistance of industrial benefactors, it has evolved into a basic course requirement integrated into eleven other courses of study, and a training program with 160 participants per semester.

Reconceptualization will require consortial arrangements. Our tendency may be a preference for "going it alone" but the implications of high technology seem to prove the fallacy of the solo approach. The cost of staff and equipment and the complexity of planning integrated programs all point to the need for partnerships with other colleges, other levels of education, and business and industry.

### Conclusion

High technology is no panacea for the creation of jobs, nor will it require the creation of many new stand alone programs, but it is certainly going to keep us busy by requiring community colleges to change what is currently being taught. We must look at our programs. We must conceptualize our mission. We must deal creatively with the dichotomous pressures that will be produced in attempting to satisfy long and short term educational needs. Our goal, however, seems clear: literate individuals in both the traditional and technological sense—if there really is a difference! We must aggressively pursue strategies to accomplish these ends. Otherwise, we will be no more than John Naisbitt's "dinosaurs waiting for the weather to change."

# Ethical Issues for Board Members in the 80's

Arthur R. Southerland    Margaret Fairchild
Associate Professor of    Doctoral Student
Education Administration
University of Southern Mississippi
Hattiesburg, Mississippi

Perhaps at the outset we should begin by acknowledging that it may be risky for a university professor and one of his doctoral students to tell community college trustees what their ethical behavior as board members should be. An incident in the life of the professor illustrates the gamble involved.

Recently a junior college president invited the professor to ride the college bus from the central office to one of the district's technical-vocational centers in order to discuss a presentation scheduled for that day's board meeting. The professor had bought a new blue suit for the occasion and all went well until the return trip. Upon arriving back at the central office, the professor's trousers were snagged by a sharp metal fragment on an armrest as he stood to get off the bus. At that moment the truth was graphically illustrated— many a university professor has ripped his britches in trying to tell trustees how to conduct their business.

The professor has now learned how to exit carefully off a bus and how to be cautious in telling trustees how they should behave. Trustees, however, are interested in the topic of ethics as evidenced by the frequent inquiries we get for clarification on related issues. Accordingly, we have collected some observations and recommendations concerning the actions and interactions of trustees in several settings which they commonly experience. Hopefully, the comments which follow will be received in a fashion that probes a bit without tearing the fabric.

In the past great emphasis has been placed upon the almost absolute separation between the board making policy and the administrator implementing policy. Accompanying this emphasis has frequently been an unspoken expectation that trustees should be responsible for almost nothing else besides making policy. The remainder of their existence as trustees, beyond hiring and evaluating the chief administrators, was rather passive between regular board meetings. It was as if trustees were put on ice as in a science-fiction thriller and thawed out for a few hours once every thirty days.

Changing circumstances, however, have altered the traditional role of the community college trustee in recent years. This is not to suggest that trustees get into institutional management; however, the strong currents of social, economic, and political developments have thrust trustees into a broader range of activity. We need the best thinking and the best efforts of all our policy makers and administrators if our colleges are to remain vital and viable. The question emerges then as to how trustees can be active individually and collectively in helping the college achieve its objectives without breaching the ethics of "boardmanship."

A definition of the term *governing board* can lend some insight into the sensitivity which the trustee must constantly exercise. The *Dictionary of Education* describes the governing board of an educational institution as a body which "constitutes in its collective entity a juristic person holding in trust the property and endowment funds of the institution."[1] A "juristic person" is a fictional person, created in law, focusing on the important concept that boards of trustees can legally function only as a group; thus, individual acts of trustees, in relation to college matters, are only as private citizens.[2] As such, their independent decisions or pronouncements are not binding on the board and are to be handled with extreme care during a member's term of office.

The trustee's challenge is to distinguish between acting in an official capacity as a member of the corporate body of the board and acting as an individual seeking to promote the growth and development of the college. Since we are examining ethics, we turn again to the *Dictionary of Education* where ethics are portrayed as dealing with not only the rightness and wrongness of actions, but are also "concerned with judgments of obligation" or the "oughtness" of behavior.[3]

Let us look at some specific situations in which a trustee may pay particular attention to the "oughtness" of actions and interactions, while assuming a more active, assertive role outside the board room. For example, contacts with legislators are occasions on which the welfare of the college may be enhanced. Williams points out that trustees are immersed in the happenings of the college they serve and take great pride in the institution's achievements. As a result, there is a tendency to assume that all other public agencies and officials are just as knowledgeable of the accomplishments and needs of the college. "Unfortunately," observes Williams, "such is far from a reality."[4]

The key to success in this situation is for each trustee to function as part of a carefully orchestrated plan worked out cooperatively with the chief administrator and the other members of the board. Communications with legislators can be both counterproductive and embarrassing if trustees make conflicting requests or independently pursue pet projects. On the other hand, for the trustees to help articulate the priorities of the college in a manner consistent with other trustees helps to amplify the desired message.

Interacting with other members of the board is a second focus of concern. Obviously, the "oughtness" of these relationships begins with the display of common courtesy among trustees. From this point ethical considerations shift to exercising care in avoiding private deals and trade-offs with other trustees in an effort to ensure board endorsement of a favorite project. In those districts in which each trustee is selected from a specific subdivision such as a precinct, beat, or zone, board members have their ethics under almost daily bombardment as they search for the proper balance between attending to the wants and concerns of their local constituents and looking after the best interests of the district at large. Using the office of trustee as a springboard to higher political office while creating havoc and discord to gain personal visibility is a breach of ethics of the most damaging kind.

Let us look now at a different kind of association in which ethics may come under stress. Local governmental leaders naturally have high interest in the community college(s) in their area. Interested in the college's contribution to the development of human potential, these key individuals are also concerned about how the institution impacts upon the economics of the district. "A continuing liaison structure should be established with local officials," says Williams. He advocates that governmental leaders be brought to the campuses frequently to acquaint them with the programs, facilities, and new developments at the college.[5] A reality often overlooked by idealistic trustees and administrators of public institutions is that these institutions, and particularly their governing bodies, are political entities. To serve in a political arena and not behave as a politician in the negative sense of the word is truly a tough assignment. Those actions which would be or even appear to be for personal gain or for the enhancement of the political career of a trustee are to be shunned.

Another situation which warrants careful attention from trustees is their interaction with the press. Members of the press have the responsibility to report, among other things, the condition of the college to those who support it. That responsibility in many respects is not unlike some of the duties of trustees which we will explore momentarily. In order for the college to speak with one voice, inquiries from reporters should be politely referred to either the president of the college or to the chairman of the board. To resist the temptation to feed one's ego by speaking to the press as "the" authority is truly cause for earning a star in the trustee's crown.

Excellent business and industrial relations are another area of paramount importance to the community college. These groups are truly partners in progress for the college district. Since many trustees are business people, they have a high level of credibility among others who own and manage local firms and upon whose support the college must rely. Especially in the technical-vocational fields the college has a strong obligation of accountability—a responsibility to meet as many manpower training needs of the community's business and industrial interests as is practical. Likewise through personal, financial, and other material support, the local business and industrial people can contribute substantially to the climate of the college. In this realm the trustee can be of greatest help as a two-way communicator among all the parties concerned. A violation of proper ethics can creep in through either the cultivation of contacts for personal gain or in the fostering of power plays to try to force the board or the college president to support some program or policy which they oppose.

Community members who are not a part of one of the special interest groups previously discussed present another dimension of involvement in which the trustee often has to walk a tightrope. By nature of the position, trustees are expected to represent the community's condition, needs, and aspirations to the college. At the same time, they are to communicate the mission of the college and to articulate the institution's needs to the citizenry. So far, that sounds easy, but to remain aloof from petty grievances and to continually represent the best interests of the community is difficult indeed. It takes patience and a deep sense of ethics to be a good listener, a careful spokesperson, and an impartial judge of the worth of the message. Determining which actions must be taken in order to remain fair and impartial will vary among trustees. For one person it may mean resisting the temptation to push for the hiring of a relative, a friend, or the relative of a friend. For another it may mean abstaining from voting on an issue before the board or bypassing a business deal because of a conflict of interest.

Perhaps the most delicate of all relationships for the board member to foster within appropriate ethical boundaries are those within the college—relationships with administrators, faculty, students, programs, services, and business affairs. Concerning the matter of conflict of interest, Rimington states:

> At the outset of his candidacy for board membership, the citizen should announce plans to divest himself of any areas where a conflict of interest could result. Any person who is owner, officer, employee, or director of a bank, business, or newspaper which does any business with the college could be considered in violation of the code of ethics to which every good trustee should subscribe. Such a violation would also apply in a situation involving the trustee's spouse.[6]

Once elected or appointed, how can the trustee be properly informed and adequately involved without interfering? One basic rule is to trust the chief administrator. To remember that the word *trustee* is made up mostly of *trust* is helpful. Given the foundation of trust, board members can then more easily determine what course of action to take in responding to problems and issues within the college. Assume for a moment that the trustee becomes concerned about a situation at the institution. The trustee should not become a private detective and go to the campus to sniff out the answer. A quiet, diplomatic conversation with the president will usually lead to a solution.

What about the notion of trustees dealing with college administrators other than the president? Unless specifically referred by the chief administrator, contacts among board members and middle managers ought to be limited and superficial. The same rule of thumb applies to contacts between trustees and faculty members. Otherwise, the integrity of the college's management system is in jeopardy. Whenever the pecking order of the organizational chart is bypassed, the effectiveness of the administrative process is eroded. The trustee's constant motto might well be, "Always go through proper channels."

Another closely related dilemma was recently posed. Should a trustee teach part-time at the college? Probably not, regardless of whether such an assignment has legal sanction. Keep in mind that one of the primary reasons for the existence of a lay governing board is to provide a perspective of the institution which can only be maintained by the presence of some distance from its daily on-goings. Good etiquette would suggest that a trustee should not only forego a teaching assignment but should even limit the frequency of visits to the college. As a courtesy, the president should be aware in advance of trips to the campus by trustees, and the chief administrator should be the host during such on-site visits. Observing these constraints, trustees can still make well-informed decisions, and in all likelihood they can make them more objectively.

Seven critical areas have been examined in relation to the trustee's personal ethics. Recognizing that changing conditions are causing the traditional role of the trustee to be transformed into one of greater activity, the topics addressed are among those identified by trustees who are concerned that they will be able to perform in a manner which is becoming to the trust they hold. Fortunately, community colleges have thousands of men and women who serve faithfully and unselfishly as trustees. Hopefully, through a higher level of sensitivity, a deeper sense of awareness, and a broader base of understanding our trustees and presidents can work cooperatively to guide our colleges to new levels of success and effectiveness as we surge toward the twenty-first century.

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[1] Good, Carter V., Editor. *Dictionary of Education*, Third Edition. New York: McGraw-Hill, 1959.

[2] Monroe, Charles R. *Profile of the Community College*. San Francisco: Jossey-Bass Publishers, 1975.

[3] Good, op. *cit.*

[4] Williams, Yancy, "Sleeping Giant of Legislative Advocacy." Harper, William A., Editor, *Trustee Papers 1*. Washington, D.C.: American Association of Community and Junior Colleges, 1973.

[5] *Ibid.*

[6] Rimington, Robert J. "The Environment of a Community College Trustee." Harper, William A., Editor. *Trustee Papers 2*. Washington, D.C.: American Association of Community and Junior Colleges, 1974.

# Educational Issues of National Concern

U.S. Senator Robert T. Stafford of Vermont

*Editor's note: This article is taken from an address to the ACCT National Legislative Seminar on February 27, 1984.*

It is a pleasure to share with you my perceptions of the educational issues which will be of national concern over the next year. As you may know, I have had the great opportunity to be Chairman of the Senate Education, Arts and Humanities Subcommittee over the last three years. This has been a challenging time when the proper role and involvement of the federal government in the area of education has been much debated by Members of Congress, by the President, by teachers and students, and by many concerned citizens.

Additionally, the issue of the quality of education in America has been the topic of great research and discussion in the last year, particularly since the issuance of the report of the President's Task Force on Excellence in Education, entitled, "A Nation at Risk." I for one am grateful for the catalytic role this report has played on focusing the attention of all Americans on this issue of primary importance. Although the report focuses in large part on the quality of education offered to elementary and secondary students, it also touches on a subject of equal importance, which is the role of continuing education in improving the skills of our work force and providing intellectual stimulation and personal growth for adult learners. Let me share with you some excerpts from "A Nation at Risk" which I find interesting and which have not, as yet, received the same wide circulation in the press as other sections of the report:

> The search for solutions to our educational problems must also include a commitment to life-long learning. The task of rebuilding our systems of learning is enormous and must be properly understood and taken seriously: Although a million and a half new workers enter the economy each year from our schools and colleges, the adults working today will still make up about 75% of the work force in the year 2000. These workers, and new entrants into the work force, will need further education and retraining if they and we as a nation are to thrive and prosper....."

If there is any group of institutions more involved in the higher education of our citizens than our community colleges, it is a surprise to me. Your schools, which properly reflect the enormous geographic variation of resources and needs in our diverse nation, are literally at the forefront of higher and continuing education. The demands on your institutions to provide the gamut of educational experience from liberal arts course work to specialized skills training for specific jobs, are potentially overwhelming. Yet, in the vast majority of instances, the local community college has risen to the challenge, to meet the needs of the community.

One would only have to speculate on the opportunities which would have been lost for so many people if you had not been there—opportunities which contribute not only to the growth of the individual, but to the benefit of society. In fact, I would even venture to suggest that it is the growth of the community colleges which have allowed our nation to take its first steps truly toward becoming a "Learning Society." Let me quote again from the President's report on educational excellence,

> "In a world of ever-accelerating competitions and change in the conditions of the workplace, of ever-greater danger, and of ever-larger opportunities for those prepared to meet them, educational reform should focus on the goal of creating a Learning Society. At the heart of such a society is the commitment to a set of values and to a system of education that affords all members the opportunity to stretch their minds to full capacity, from early childhood through adulthood, learning more as the world itself changes. Such a society has as its basic foundation the idea that education is important not only because of what it contributes to one's career goals, but also because of the value it adds to the general quality of one's life."

The development of the Community College in my own state of Vermont is illustrative of the national experience. CCV was founded in 1970 to provide educational opportunities for those who were regularly excluded from other, more traditional institutions of higher learning in Vermont. Over the last 14 years, I have been visited by many current and former CCV students who have shared with me the importance of their community college experience. Some of these students returned to school to take only one or two courses. Others completed an associate degree and went on for further study at another institution. Most were individuals who would not otherwise have had the opportunity of a college education, either because of limited financial resources or extenuating family circumstances. Some live in remote rural areas previously without access to a college or university. For many, the education they received at CCV helped them to improve their lives, whether through the intellectual growth attained, or more dramatically, by opening doors to better, more satisfying employment.

So often in the Congress we deal with abstract numbers of students, parents, and institutions, when considering educational issues. Yet, it has been the personal contact I have had with my constituents and others which has continued to convince me of the importance of the federal role in education. The success stories of young single parents who have used their community college education to reduce their dependence on public assistance, of displaced homemakers who have been able to reenter the work force after a community college education, of dislocated workers who have been able to embark on new careers after losing jobs they have held for 20 years—all these are a reflection on your achievements, and this is one United States Senator who would like to applaud your efforts to improve not only the quality of education, but access to a higher education as well.

The issue of access to a quality education for all our citizens has been the primary focus of the work of the Senate Education Subcommittee over the last three years. As I give my views on the two laws of greatest interest to you, the Vocational Education Act and the Higher Education Act, I would ask you to keep in mind that we have learned through our deliberations on federal education programs: Federal programs which target those who have not been well served by the educational system in the past, can and do work in improving opportunities for these students. Most particularly, the successes of Title One, the Education For All Handicapped Children Act, and the Pell Grant Program have shown that when targeted effectively, federal programs can and do make a difference.

As you may know, the Senate Subcommittee on Education, Arts and Humanities is the only Senate Subcommittee which authorizes educational programs. Our members have oversight responsibility for almost $17 billion in federal education, arts and humanities programs. My colleagues from the House of Representatives, however, are permitted the luxury of a more focused view on the programs within their jurisdiction. There are, for example, three House Subcommittees with authorizing responsibility comparable to that of our one Subcommittee.

As a result, House Members, and particularly my distinguished colleague Paul Simon, can devote more attention to their programs than can Senate members. Indeed, my good friend and ranking minority member, Senator Claiborne Pell, and I have within our Subcommittee numerous other responsibilities which often call us away from constant attention to higher education programs.

This year we plan to spend most of our time working on reauthorization of the Vocational Education Act. This important law was last reauthorized in 1976 and is in need of substantial modernization and revision.

In addition to our work on vocational education, the members of the Education Subcommittee will also concentrate on reauthorization of the Adult Education Act and the Library Services and Construction Act. We also hope to complete action on the Senate's math and science bill, which is pending on the Senate calendar.

In short, the Senate Education Subcommittee will not have any time to begin an early reauthorization of the Higher Education Act. This you may recall, is not the first time I have spoken out on this issue. I have repeatedly said that our higher education programs, particularly our student financial assistance programs, need for a few years a break from major changes.

Indeed, in each year since 1979 the Congress has passed legislation to change eligibility for student financial aid. Many parents and students, and even financial aid administrators are still confused about the amendments made to the Pell Grant and GSL programs over the last three years. I would like to give these people some respite from another round of program changes, which would only be more confounded in this Presidential election year.

The argument has been made, however, that passage of a new Higher Education Act this year is the best political strategy for those who wish to see major increases in authorization levels for higher education programs. Yet, I feel that Congress would, at best, only pass modest increases with the President receiving a good deal of public support for opposing any bill containing drastically increased spending at a time when there is a talk of tax increases.

That the Senate will not take up the Higher Education Act this year does not mean that those of us with an interest should not begin to review current programs with the goal of recommending changes for consideration next year. Already, I have written to the executive board of the Vermont Association of Colleges and Universities to ask it to begin deliberations in this area.

I also urge you to carefully review the various programs authorized by the Higher Education Act in order to let us know how they can be improved. One area in which many college administrators have already communicated their concern is that of the part-time student. For many, full-time attendance in college is a luxury they can simply not afford. And yet, their family responsibilities also limit the time they can spend outside of work pursuing their studies. Is there not some way we can try to make their road to a higher education a little easier, without dramatically increasing the costs of student financial aid programs? Also, how is the Title III Developing Institutions Program working on our campuses?

Are those schools who need the assistance the most, those which serve large numbers of low-income students, actually receiving it? Any suggestions you can make on improving these or other higher education programs will be greatly appreciated by all members of the Education Subcommittee as we begin our deliberations in this area.

Finally, an issue that is important to you, me and millions of American students is the Vocational Education Act. The Subcommittee on Education is preparing to consider legislation which Senator Pell and I have introduced to refashion the federal vocational legislation.

Because of your interest, I would like to share with you my perspectives on this measure.

In 1976, Congress required that the National Institute of Education undertake a major study of the federal role in vocational education. As you know, the federal vocational education effort has been a long-standing one, but it was felt that the time had come for an exhaustive assessment of the nature of that role.

In 1981, the study was completed, and its results were made public in early 1982. Now, I know that some of you are dubious about the plethora of commissions and studies that proliferate in this town, but the results of the N.I.E. study justified the investment the taxpayers made in that effort.

Essentially, and significantly, the report concluded that the federal government, through its Vocational Education Act, was attempting to do too much with too few resources. In other words, the objectives and purposes of the federal Act far exceeded the capacity of the federal government to adequately fund the pursuit of those goals.

Those findings, while appreciated, had an ominous ring. If, in reauthorizing the Vocational Education Act, Congress chose to ignore the N.I.E. report's central conclusion, we could run the risk of accomplishing nothing by attempting to do too much.

Therefore, Senator Pell and I have proposed legislation with these central objectives:

- first, and foremost, the new federal Vocational Education Act must be clearly focused;

- secondly, within that central goal, two objectives must be pursued: ensuring equality and quality in vocational education; and

- finally, there should be increased input from business representatives to ensure program relevance to employment opportunities.

In the Vocational Education Act of 1984, we believe we have achieved these objectives.

The Act clearly focuses on improving access to vocational education for those who are currently underserved: the handicapped, the disadvantaged, adults, women and the incarcerated. In fact, the bulk of the resources in this legislation are devoted to that purpose.

Secondly, a significant portion of our proposal is devoted to enhancing quality in vocational education through program improvement rather than underwriting the practices of the past, through program maintenance.

I recognize that some representatives of the higher education community support legislation which is being considered in the House of Representatives which recommends a thirty percent set-a-side for postsecondary and adult vocational education.

The Stafford-Pell bill recommends a 20 percent set-a-side for adult education, but it does not stipulate a separate set-a-side for postsecondary, although we expect much more than 30% to go for postsecondary education. That issue would be left up to state priorities, but I would like to add this consideration.

In recommending a beefed up State council on Vocational Education, we have provided for equal representation between secondary education and postsecondary education. Therefore, we are attempting to give postsecondary education an equal platform from which to influence state policy in vocational education, and this is an important step as this council will have actual authority over the state vocational education plan.

It is our belief and hope that representatives of our community colleges can and will play an important policy role at the state level in determining vocational education policy as it affects postsecondary institutions.

Additionally, we are hopeful that our vocational education bill goes a long way in addressing the deficiencies in current law by targeting the federal money toward improving programs for those who need vocational training the most and have received it the least.

In closing, I pledge my continued efforts to work with you over the next year, particularly as the Congress considers the FY 1985 budget. I know many community college students are worried that some of the legislative suggestions accompanying the Administration's budget figures on student financial assistance will detrimentally affect them. I can only say that as Chairman of the Senate Education Subcommittee, I will not agree to any substantive changes in the Higher Education Act which will adversely affect students in one sector of higher education over another. As I have said earlier, now is not the time to make such changes in the confusion of a Presidential election year. Rather, please continue to work with me to let other Members of Congress know of your good efforts in so many areas, so we can fashion legislation to truly build a learning society with your institutions in the forefront.

# In Support of an Open Admissions Policy for Community Colleges

Carol A. Thompson
Doctoral Student
Division of Higher and Adult Continuing Education
University of Michigan

## Introduction

If it were not for an open door admissions policy I would not be where I am today. Thus I am admitting my bias, up front. I would like to refresh your memories about the development of an open door admissions policy, because the mission that we embarked upon in the 1960's has not changed, and the social responsibility that we accepted has not diminished. I'd like, then, to address the impact of open admissions on traditional quality of education values, discuss standards and excellence, and leave you with a prescription for the 1980's and a charge to the trustees.

Two of higher education's principal challenges in the last thirty years have been the number and variety of students coming to their doors to be educated. This influx has produced vast changes in admissions policies and procedures, the result of which has been a more egalitarian social policy. The relentless sweep toward democratizing education and the demand from many segments of the population for access to institutions and programs resulted in open admissions. The impact of open admissions has been profound and varied and the subject of considerable debate.

Open admissions has resulted in the changing composition of curricula and programs generated by admitting what has now come to be called the non-traditional student, who takes his/her place alongside the traditional 18-22 year old.

Who comes through the open door? That query today requires examination and new commitment to the open door principle, as declining enrollment, retrenchment, and evertightening fiscal policies bring into question the advisability of open door admissions. Should everyone go to college? And, if so, how do we accommodate them? These concerns call into question the traditional quality of education values.

Concerns about standards and excellence cause policy makers and planners to question the extent to which open door admissions hinders community colleges in the achievement of quality education and the enrollment of the quality students they desire.

## Proponents of Open Admissions

Proponents of open admissions define the concept as giving the student a second chance; its purpose as democratic access; and its goal as preventing victimization of the individual by the surrounding circumstances.(14:345). Open admissions is a means to offer the widest possible educational opportunity.(16:26-28). Open admissions is an opportunity for postsecondary education for all persons without distinction based on prior educational experience, social or economic class, racial or ethnic background, or level of family income. Open access was designed to specifically address those educational, motivational, economic, and racial barriers to higher education.(15). Let me propose a new definition which might be a synthesis of the positions taken by proponents of open access:

> Open door admissions is a matriculation privilege to the community college with

> accessibility to those courses and programs for which the student has the prerequisites to succeed. That policy provides access and opportunity for those with the motivation to try. It allows students entry, and by implication, then will provide support services to make it possible to acquire requisite skills. Open door admissions is not a license to "do your own thing."

The new definition may be selective open admissions, a two or more tracked system where opportunity implies commitment by the institution and by the student to maximize the student's potential within limits of institutional resources and student ability.

### Open Door Objectives

The goal of open door admissions was universal education for at least two years beyond high school. Institutional commitment was to provide the opportunity, that "second chance" for students to succeed. The purpose to maximize educational opportunity for all social and economic classes, all ages and races of Americans is manifest in the development of the public community college and its attendant open door policy. That is what gives a community college its uniqueness.

The creation of the open door policy greatly enhanced the opportunity for low income, minorities, women, senior citizens, and other previously "unselected" groups to gain access to postsecondary education. It is interesting to note that pressure for open door admissions comes from the outside, but resistance comes from within the institution. Colleges suffering from pressure to uphold tradition and prepare large numbers of students for transfer to the four-year schools felt compelled to design their programs to remove "deficiencies." But the question remained. Would removing deficiencies guarantee equal opportunity? Of course we have found that it does not. Open door admissions policies were never intended to be equated with equal success. The policy permitted access and the promise of a new chance to seek direction.

### Impact of Open Admissions on Traditional Quality of Education Values

Open door admissions has called into question many widely held traditional values: social ascent through education, equality of opportunity, institutional goals, selectivity and autonomy, preferential treatment of certain segments of the population, merit, quality of educational experience, and standards, among others.

In the egalitarian period, values such as fair play, equal protection, increased opportunity, and expanded access took precedence over selectivity, exclusivity, and privilege. Many middle-class parents perceived education as a vehicle for their children to acquire social and economic standing denied to them. Status and the desire for a better economic life for their children were valuing choices. They believed open door access would provide the opportunity to become upwardly mobile.

Equality of opportunity raised other value questions. Who should go to college? Were there limits to access, to programs, to a student's previous education and experience? Would equal access provide equal opportunity? Would the open door dilute the traditional "quality" of education? These and other dilemmas helped distill the democratic principles of entitlement and opportunity. Questions of access to what, are still not resolved nearly thirty years later. Open admissions to the institution is now a "given," but equal access to all programs within the institution is not warranted.

### What About Standards:

Critics decrying the lowering of standards in community colleges cite such problems as length of stay, number of graduates, number of transferees, and evidence of progress and student achievement. The fallacy in their argument is that they are comparing different issues with dissimilar populations. K. Patricia Cross wrote, "College for the masses is not a low-standard version of college for the elite; it is a different kind of education with high standards true to its own purpose." (11:87).

One cannot compare different populations and programs in four-year and two-year schools. Community colleges were not designed to be junior universities. Four-year school's time structuring and sequencing are not necessarily appropriate models for community colleges. Burton Clark's charges of "cooling out" and Cope and Hannah's "revolving door" make sense only if judged in the context of completion of a structured, sequenced program in a constricted time period. Success is relative, as are standards. Those students who achieve their objectives are every bit as successful whether or not they have matriculated to a four-year institution. This experience may have been one course or twenty. The measurement of quality and success is not independent of standards.

## Defining Excellence

The value or standard of excellence in education leads one to question the policy of open door admissions. Does this policy hinder the community college in the achievement of higher standards of excellence? It would seem that it depends again, on collective institutional values, standards, priorities, and limitations. How does one define excellence? Excellence is relative, as are standards. Excellence in one situation may be mediocrity in another. Open admissions need not mean by definition lowered "standards." When we speak of excellence, to what are we making a comparison? The four-year institution's idea of excellence? It would seem so. Why should four-year institutional values, purposes, selected clientele and elitist attitudes be the standard for excellence in community colleges? Again, we are comparing different populations, programs, and purposes. No one ever said that community college students should not meet standards or achieve excellence. Standards are present for completion, if not for entrance. The idea of open admissions was not lowered standards, but flexibility and opportunity to meet whatever standards were deemed appropriate.

In community colleges, faculty in tandem with the administration and the board sets standards for excellence, usually consistent with those required either for transfer or program completion. Congruence results at exit, if not at entrance according to Tilley. (20). It follows then that the open door policy should *not* hinder a community college in the achievement of higher standards of excellence. If we believe the theories of psychologists Bloom and Bruner(4,6), it may take just a little longer for some students to achieve mastery. High standards can and must be maintained to allow our graduates to transfer to quality four-year institutions and to prepare them to make their place in our community. What is needed is greater flexibility in the "definition and certification of the educational experience."(12) We need to develop new, innovative programs that are relevant and that will meet the student's particular needs. Opportunities for successful experiences need to be provided that will enhance a student's self-concept. Curricular and support services must emphasize students' strengths and not their weaknesses.(13). According to Roueche(18), community colleges need to pre-assess students' entry level skills and use that data to determine when students are prepared for entry into particular courses and have acquired skills sufficient to be successful.

## Remove Remaining Barriers

Remaining barriers to access must be overcome. Community colleges must rid themselves of the notion that education is a learner's major activity.(12) This idea creates a considerable hardship for many students. We know that the average age of community college students is 29-30 years of age (18:22) and most of them work. Sixty to seventy percent of entering students work thirty hours a week off campus.(18:22) Allowances need to be made for students' responsibilities outside of the college experience.

## A Renewed Commitment to Open Door Admissions

Long time proponents of open admissions are questioning whether the open access policy is relevant in an age of high technology and does this policy hinder community colleges in the achievement of higher standards of excellence?

Open admissions policies are no less relevant in an age of high technology than in any other age. If the open access pendulum were to swing either way it would probably move toward greater relevancy. Whenever there is increased knowledge, there is greater opportunity. Open admissions is the result of the democratizing of education, and by implication, would provide increased and more equal access to that knowledge. Therefore, those who aspire to enter high tech fields should have the opportunity for access.

High technology is changing community college education with the addition of complicated machinery, curricular changes, and new personnel. This new age will require a new focus—one that places emphasis on achievement, one that has equally high expectations and standards, and one that stresses quality but believes also in equality. A modest proposal follows:

1. The focus for the 1980's should be on *flexibility* in length and number of courses, on times and schedules, and on graduation requirements. In addition there should be courses taught by varying methods, with additional media employed, and in locations outside the institution.

2. The community college in the 1980's will focus on *outcome* as demands for fiscal accountability and institutional productivity create stresses designed to produce a better "product." Every student should have the opportunity to succeed, whatever the goal. The goal and purpose of education may need redefinition to fit non-traditional students.

3. We need to renew our *commitment* to open admissions, to the principle that gives every student regardless of race, class, social distinction, or economic situation the opportunity for postsecondary education. With renewed *commitment*, we need to reexamine our methods for helping a student achieve mastery.

4. Community colleges need to *uphold* those supporting departments, structures, policies, and personnel who are committed to open access and to equal opportunity. Individual attention, self-paced learning, programmed instruction, computer assisted learning, personal and career counseling, tutoring, and remediation are but a few examples of services needed by most students but especially by non-traditional students.

5. Achievement of goals, whether one course or a degree, brings a feeling of *success*. The "sink or swim" attitude of many colleges has no place in the community college. Sufficient supportive services (should the student avail him/herself of them) should assist the student to accomplish whatever he/she determines is his/her goal. Assistance may be defined as financial aid, career counseling, job placement, or daycare—all of

which the college can either provide or can refer the student to the appropriate community agency for assistance.

## Trustee's Role

A focus for the 1980's must be *standards*. Much has been written about leniency in the 1970's. Our commitment to open admissions need not mean lowered standards. Community colleges need to uphold existing standards and develop additional criteria for entry into new programs. As policy makers, boards of trustees need to be active in establishing standards of success for the programs and courses in their institutions. The trustee's role is to represent community values. Therefore, trustees need to be alert to the possibility of professionals usurping the responsibility of board members for upholding those values. Otherwise, educational environments may be developed in the best interest of the educational practitioners and not necessarily in the best interest of the public. Trustees are also stewards of public tax funds and must insist that those monies be spent for the public good and not for the benefit of special interest groups. That includes looking at the programs you already have to assess their viability as compared to the demands of new needs.

In closing, I would like to present to trustees three challenges:

1. Familiarize yourself with the historical development of your college. I would suggest that more often than not, your college was established to provide opportunities for non-traditional students.

2. Review your institution's mission statement. Included within that mission statement is a phrase that says you will serve the "citizens of the area." I doubt that your mission statement says anything about selecting out only the best prepared students for admission to the college.

3. Review the programs and services designed to support non-traditional students. If the vehicles for supporting those students are not in place, insist that they be designed and implemented.

Value choices are inherent in supporting an open door policy. The primary premise supporting open admissions is one of democratic access. If postsecondary education is to be truly egalitarian, every community resident over 18 years of age should have the right to be admitted to the institution. What path the student follows after admission will depend on the student's entering skills, the resources available at the college, and the student's ability and desire to succeed. As a trustee, you must make open admissions more than rhetoric.

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# Trustee Liability and Immunity in Public Institutions

Michele Corcoran Walter
Vice-President, Board of Trustees
St. Louis Community College
St. Louis, Missouri

Trustees have been sued for civil liability in a variety of areas including contracts, fiduciary duties, civil rights, injury to persons or property, dismissal or disciplinary action, and invasion of privacy.

Liability protection for trustees of public institutions is available in the form of risk avoidance or preventive protection, indemnity clauses, insurance, sovereign immunity and the 11th Amendment to the U.S. Constitution. The law, however, is still changing, and the final verdict of personal liability and standard of care for trustees has not been clearly determined.

One of the best protections from liability is for a trustee to keep informed, read the material over which decisions will be taken, avoid personal conflict of interest when the institution enters contracts, attend meetings and diligently perform the duties of trusteeship. The standard of care for determining liability is what the reasonable man would do when he was well-informed. This is called a "good faith" defense; however, ignorance of well-established points of law does not excuse a trustee from liability. "Trustees are held to a higher degree of care than corporate directors."[1] "A trustee is liable for his simple negligence, while a corporate director is not liable for loss unless he has committed gross or willful negligence."[2]

The two cases which have set the standard of care for trustee actions are Stern v. Lucy Webb Hayes Training School for Deaconesses and Missionaries, 381 F. Supp. 1003 (D.D.C. 1974) and Wood v. Strickland, 429 U.S. 308 (1975). The trustees of both the Lucy Webb Hayes School, hereinafter called the "Sibley Hospital" case, and the public elementary and secondary school board members in the Wood case were found negligent and held personally liable for their actions. In spite of the findings, however, none of the damage remedies being sought were imposed against the trustees or school board members in either case. Since the law is not very settled in the area of trustee liability, governing boards should not rely on such lenient rulings by the court in the future.

In Wood v. Strickland the protection afforded by the sovereign immunity doctrine was limited because basic constitutional rights of the students, that the school board should have been aware of, were infringed upon by the dismissal from school. Limited immunity was granted because...

> We think there must be a degree of immunity if the work of the school is to go forward; and, however worded, the immunity must be such that public school officials understand that action taken in the good-faith fulfillment of their responsibilities and within the bounds of reason under all the circumstances will not be punished and that they need not exercise their discretion with undue timidity...
>
> The official must himself be acting sincerely and with a belief that he is doing right, but an act violating a student's constitutional rights can be no more justified by ignorance or disregard of settled, indisputable law on the part of one entrusted with supervision of stu-

dents' daily lives than by the presence of actual malice.

> To be entitled to a special exemption from the categorical remedial language of §1983 in a case in which his action violated a student's constitutional rights, a school board member, who has voluntarily undertaken the task of supervising the operation of the school and the activities of the students, must be held to a standard of conduct based not only on permissible intentions, but also on knowledge of the basic, unquestioned constitutional rights of his charges. Such a standard neither imposes an unfair burden upon a person assuming a responsible public office requiring a high degree of intelligence and judgment for the proper fulfillment of its duties, nor an unwarranted burden in light of the value which civil rights have in our legal system. Any lesser standard would deny much of the promise of §1983.
>
> Therefore, in the specific context of school discipline, we hold that a school board member is not immune from liability for damages under §1983 if he knew or reasonably should have known that the action he took within his sphere of official responsibility would violate the constitutional rights of the student affected, or if he took the action with the malicious intention to cause a deprivation of constitutional rights or other injury to the student.[3]

The damages sought were not granted because...

> The imposition of monetary costs for mistakes which were not unreasonable in the light of all the circumstances would undoubtedly deter even the most conscientious school decisionmaker from exercising his judgment independently, forcefully, and in a manner best serving the long-range interest of the school and the students.[4]

An application to postsecondary cases was apparently intended by the court because of references in the Wood case to the previously decided Kent State case, Scheuer v. Rhodes, 416 U.S. 232 (1974). In Scheuer, the court also granted limited rather than absolute immunity to the trustees and the chief administrator of Kent State. In both cases, the court said immunity depended on the "scope of discretion and responsibilities of the office."[5]

> In Scheuer v. Rhodes, 416 U.S. 232 (1974), the Court considered a suit for damages brought on behalf of three students killed in the May 1970 disturbances at Kent State University. The Court rejected the contention that the president of Kent State and other state officials had an absolute "official immunity" protecting them from personal liability. The Court instead accorded the president and officials a "qualified immunity" under Section 1983:
>
> (I) In varying scope, a qualified immunity is available to officers of the executive branch of Government, the variation being dependent upon the scope of discretion and responsibilities of the office and all the circumstances as they reasonably appeared at the time of the action on which liability is sought to be based. It is the existence of reasonable grounds for the belief formed at the time and in light of all the circumstances, coupled with good-faith belief, that affords a basis for qualified immunity of executive officers for acts performed in the course of official conduct. (416 U.S. at 247-48).[6]

The Sibley Hospital case has been quoted by William A. Kaplin in his book, *The Law of Higher Education*, and by William C. Parth in his article for the *Journal of College and University Law*, as the foremost case in trustee liability for directors of charitable or non-profit corporations. The authorities generally agree that a direct application to trustee liability of institutions of higher education can and should be made.

Apparently, all the trustees of non-profit organizations can be found guilty of and liable for mismanagement and non-management of an institution's funds even though reasonable care was taken to delegate the trustee duties to responsible officers of the district and a trustee executive committee. The trustees were also found guilty of conflict of interest regarding the treasurer's banking procedures and breach of fiduciary duties.[7]

The trustees in the "Sibley Hospital" case were protected from paying damages personally by a corporation indemnification clause. Institutions of higher education are considered non-profit educational corporations but indemnification policies are not always appropriate for their trustees. If the college is considered a political subdivision of the state, such as a community college, the trustees are not eligible for the indemnification protection afforded to directors of private non-profit corporations in the Missouri statutes.[8] Trustees of public institutions rely on the 11th Amendment for sovereign immunity using the standard of care in the Sibley and Wood cases.

In the *Journal of College and University Law*, relevant criteria was listed to show parameters used by the court to determine if the college is an arm of the state and eligible for 11th Amendment protection.

Relevant Criteria for showing whether a State university/college is an arm of the State for Eleventh Amendment purposes:

1. Does the State confirm or disclaim conferring its immunity on the institution (i.e., has the State immunized itself from responsibility for the institution's operations)?

2. How are governing board members appointed?

3. Source and control of funding?

4. Would payment of a judgment come out of the State treasury?

5. Does the institution have the funds or power to satisfy the judgment?

6. The degree of autonomy or independence the institution exercises over the operations?

7. Does the institution have the power to sue and be sued and to enter into contracts?

8. Is the institution's property immune from State taxation?[9]

In the Lake Country Estates case, "The Supreme Court seemed to consider the first four factors as particularly significant."[10]

The law is very confusing on the subject of 11th Amendment protection from civil rights suits under 42 U.S.C. section 1983. An extensive review of the law reveals the following recent cases which have brought both light and confusion to the issue. The case which the court continues to cite, in spite of apparent contradictions in the interim between 1974 and 1979, is Edelman v. Jordan, 415 U.S. 651 (1974). It is a section 1983 suit and the Court granted the State, state agencies and officials entitled to it, immunity from retroactive monetary relief. "The Court reaffirmed the principles rooted in Ex parte Young, 209 U.S. 123 (1908), that state officers are not immune from prospective injunctive relief, 415 U.S. at 667-668."[11] Immunity is waived only if "by the most express language or by such overwhelming implications from the text as leave no room for any other reasonable construction." Edelman v. Jordan at 673.

In 1976, the Court held that Congress can and did, in Title VII and section 5 of the 14th Amendment, statutatorily override the 11th Amendment. The Court also cited Employees v. Missouri Public Health Dept., 411 U.S. 279 (1973) in the same context. Furthermore, in the Monell v. New York City Department of Social Services, 436 U.S. 651 (1978) which is also a section 1983 suit, municipalities were held as "persons" for 42 U.S.C. section 1983 and therefore not entitled to protection under the 11th Amendment. Institutions of higher education should take note of that finding because some colleges, such as community colleges with the ability to levy their own tax rate, may be construed as political subdivisions like municipalities. Immediately following the Monell case the Court reiterated the point that only prospective relief of expenses, not retroactive expenses, would be allowed, Hutto v. Finney, 437 U. S. 678 (1978). Hutto was also a section 1983 case.

The Court continued to refuse "person" status to states under section 1983 in Skehan v. Bloomsburg State College, 590 F. 2d 470 (3rd Cir. 1978), Bogard v. Cook, 586 F. 2d 399 (5th Cir. 1978) and Alabama v. Pugh, 438 U.S. 781 (1978). In Quern v. Jordan, 99 S. Ct. 1139 (1979) at 1144, a section 1983 case, the Court finally spoke to the confusing findings and argumentative concurring opinions in the Hutto case over the validity of the Edelman case. In Quern it said:

> This Court's holding in Monell was limited to local government units which are not considered part of the State for Eleventh Amendment purposes. 436 U.S. at 690 n. 54, and our Eleventh Amendment decisions subsequent to Edelman and to Monell have cast no doubt on our holding in Edelman. See Alabama v. Pugh,—U.S.—98 S. Ct. 3057 (1978); Hutto v. Finney, 437 U.S. 678 (1978); Milliken v. Bradley, supra; Fitzpatrick v. Bitzer, 427 U.S. 445 (1976); Scheuer v. Rhodes, supra.[12]

After an extensive review of the case law, Wood v. Strickland and Scheuer v. Rhodes are still quoted by the Supreme Court as the norm or standard of care for granting immunity, i.e., qualified immunity, to public officials. As recently as June 24, 1982 in Harlow and Butterfield v. Fitzgerald, — U.S.—, 73 L. Ed. 2d 396, 102 S. Ct. ______, the court decided that "Senior aides and advisers of President of United States, held entitled to qualified immunity from civil damages suits insofar as their conduct does not violate rights of which a reasonable person would have known." In this case the court cites Scheuer v. Rhodes and states that "our cases make plain that qualified immunity represents the norm."[13]

The most recent case granting protection to trustees of a public institution was afforded by the 11th Amendment and decided by U.S. District Judge John Feikens for the Eastern District of Michigan. He said that the University of Michigan Board of Regents was constitutionally shielded from a civil rights lawsuit for damages by a dismissed medical student.

In this case, Ewing v. Board of Regents, Scott Ewing charged that his 14th Amendment due process and other contractual rights had been violated by his dismissal from medical school. After failing the National Board of Medical Examiners Test, he was found "academically deficient" and dismissed. The judge cited the independent authority required public meetings, state audits of the regents and fiscal ties to the state government as reasons for protection under the 11th Amendment as a state government entity. Scott Ewing's attorney said that the university board was not a state entity and that a state law said the university could "sue or be sued"; therefore, waiving the immunity from suit provided by the 11th Amendment. The university attorney was quoted in the January 28, 1983 issue of the *Higher Education Daily* as saying, "plain wording is unique in federal case law on the issue of state university immunity and it is the strongest statement yet." Peter Davis attorney for the University of Michigan further stated that the University "is unique in that it was created of a state constitutional provision, and the state Supreme Court has said for more than a century that it is a fourth branch of government."[14]

Reading the case law on trustee liability "trustees can no longer take comfort in the proposition that if they exercise ordinary and reasonable care in the performance of their duties, exhibiting honesty and good faith, they can avoid lawsuits and the risk of personal liability."[15] Trustees cannot depend on absolute or even qualified immunity in all cases so insurance policies must be established by the college or university to protect their governing boards from at least "prospective monetary relief."

> The insurance does not cover every contingency or act. For example, policies may exclude coverage for libel or slander, or activities by which the trustee personally profited, or activities resulting in bodily injury.[16]

Trustees should carefully investigate the various insurance policies designed especially for governing boards of institutions of higher education rather than adapting policies made for directors of non-profit corporations. Until recently, no insurance had been designed specifically for college trustees. The type and size of institutions of higher education vary so greatly that care must be taken to choose an appropriate policy. In late 1982, the Association of Governing Boards, at the request of several of its member institutions, helped formulate several different policies for trustee liability. The Hartford Insurance Company has one of these policies.

In the past the courts have been lenient about personally holding trustees liable for monetary damages. "It is important to realize that, as far as we can determine, there have not been any instances in which a board of trustees has had a financial judgment made against it."[17] Trustees have not even been removed from office when found guilty of multiple offenses of trusteeship, fiduciary duties and conflict of interest as was illustrated in the "Sibley Hospital" case discussed earlier.

Findings like these should not lull trustees into complacency because the case law has continued to change and limit common law immunities. Not all public institutions can qualify as state agencies in every situation or lawsuit. Trustees must be diligent, have good legal advice and appropriate liability insurance.

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[1] Robert M. Hendrickson and Ronald Scott Mangum, *Governing Board and Administrator Liability*, ERIC/Higher Education Research Report No. 9, 1977, p. 18.

[2] 76 Am. Jur. 2d TRUSTS §314.

[3] Wood v. Strickland, 429 U.S. 308 (1975).

[4] Ibid.

[5] Scheuer v. Rhodes, 416 U.S. 232 (1974).

[6] William H. Kaplin, *The Law of Higher Education: Legal Implications of Administrative Decision Making*, p. 75.

[7] Stern v. Lucy Webb Hayes Training School for Deaconesses and Missionaries, 381 F. Supp. 1003 (D.D.C. 1974).

[8] Missouri Statutes 351.355.

[9] John F. Lundberg and James J. Mingle, "Vitality of Eleventh Amendment Immunity and Other Sec. 1983 et seq. Defenses," *Journal for College and University Law*, Vol. 6, p. 62.

[10] Ibid.

[11] Ibid., p. 57.

[12] Quern v. Jordan, 99 S. Ct. 1139 (1979).

[13] Harlow and Butterfield v. Fitzgerald, —U.S.—, 73 L. Ed. 2d, 102 S. Ct. ______ (1982).

[14] Higher Education Daily, The Independent Daily News Service for Administrators in Postsecondary Education, January 28, 1983, pp. 5-6.

[15] Ad Hoc Committee. A Final Report of the Association of Governing Boards, Trustee Liability Insurance, March, 1982.

[16] Ibid., p. 3.

[17] Ibid.

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# TRUSTEE QUARTERLY

**Volume 8** **Number 3** **Summer 1984**

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# Coping With Shrinking Resources

Robert T. Brown
President, Ulster County Community College
Stone Ridge, New York

When it comes to the issue of coping with shrinking resources, community colleges do not have the corner on the market. Concern is being expressed daily in corporate board rooms across the country. Whether it's stated as the need for productivity increases to meet foreign competition, doing more with less, or handling diminishing reserves, we all have the same problem—how to use the resources we have available to fulfill the mission of our particular organization.

Some corporations have taken dramatic steps to deal with the issue. For example, Eastman Kodak has instituted a plan of massive layoffs, deferred raises, and early retirement incentives to "reflect new economic realities." Other good examples of this problem in the corporate world would be Eastern Airlines and Continental Air.

At a business/higher education forum held in June, Donald Peterson, president and chief executive of Ford, noted:

> ...Ford's return to competitiveness...is based on the principle of continuous improvement in everything we do. And our strength is derived from people—involving them in our business and using their minds and talents to the fullest—at all levels of our organization...

I use this latter reference to illustrate the point that as with business, college boards of trustees and/or presidents cannot and should not try to resolve these survival issues alone. There must be involvement of the talented staff we have at all levels of our organization.

Let me also stress that the businesses and colleges that succeed in overcoming their problems will be those which plan for the future, make informed decisions, set priorities, and involve their constituents in the process.

Some very good checklists have been published that can be of assistance when addressing this issue of coping with shrinking resources. Among them are: *Avoiding Financial Exigency* by Sigmund Ginsburg, *The Coming Enrollment Crisis: What Every Trustee Must Know* by David Breneman for the Association of Governing Boards, and *Three Thousand Futures: A Final Report of the Carnegie Council on Policy Studies in Higher Education.*

While we all are part of the community college system in this country, there are many differences among us, especially in the way we are organized and financed. Therefore, I cannot outline specific actions that will work in every case. What I will do is outline some overall procedures that have worked for others and provide you with some specific examples.

The problem facing most of us is that our cost of operation is increasing while revenues at best will be leveling and at worst will be severely reduced. A recent article from the *Chronicle of Higher Education* points out the dangers of a short-sighted approach:

> ...Across-the-board cuts in college and university budgets pose the biggest single threat to academic quality over the next ten years...pressures to make cuts

> across-the-board are tremendous...administrators who take a little from all programs will run into less resistance than will those who try to establish priorities. Yet even over a relatively short period, the practice of taking a little from everyone will seriously erode the quality of the institution...

Band-aid measures only delay the inevitable. There is no magic formula, but the key lies with a well thought out and systematic approach. Let me give you an example. For fiscal 1983-84, our college was facing a revenue gap of approximately one million dollars. Our total budget is nine million. To avoid the pitfalls of crisis decision-making, we took a number of significant steps during the year to plan for the future, to establish priorities, and to begin reallocating our existing resources.

Adapting a model developed by Byron McClenney, Chancellor of the Alamo Community College District in Texas, we established a planning committee, consisting of representatives of every area of the college. Their first charge was to examine seriously what we thought we should be doing—that is, our goals and objectives, so that when we got to the budget and planning processes, we could evaluate our plans and the cost of these plans against the standard of what we said we should be doing.

We then developed a procedure to blend the planning and budgeting processes, and finally compiled the planning assumptions to be used in the preparation of the 1983-84 budget. The process was pyramidal, with each level of the administration reviewing, consolidating, and establishing the priorities for the level immediately below. The flow was upward, based upon a consensus approach; that is, it was the responsibility of each administrative level to develop, by consensus, a listing in priority order of the requests from the administrators directly below. No major reductions were made at any level prior to the final phase, which included *the president and the board of* trustees. Reductions were made at *that* time, based on the priorities established through the process.

It is worth noting here that the board of trustees became involved at a much earlier stage than ever before. In a spirited workshop early in the process, the members of the board discussed the proposed revisions to the institutional mission, goals and objectives, the planning assumptions, institutional priorities, the potential revenue gap, and realistic alternatives for closing that gap. They agreed with the institutional priorities and our plans to concentrate efforts on an increase in enrollments. They also offered to authorize a slight increase in tuition, and agreed, after a later review of the full budget, to take the necessary steps to convince our local sponsor to increase its contribution.

At a second workshop session held near the end of the process, the board reviewed the first draft of the 1983-84 budget. Based upon the planning assumptions and the established priorities, this document reflected, in addition to other reductions, the elimination of 14 non-teaching posts and one teaching position. The board did not accept the budget presented. The members believed that the overall quality of the institution would be compromised if we allowed our services and facilities to deteriorate. They instructed the administration to restore ten positions to the budget and pledged to convince our sponsor to increase its contribution even further.

To sum up the reactions to this procedure, for the first time that I can recall, every campus constituent group started its planning/budget cycle with the same base data and information. Responses from the college community were extremely positive and helpful. There are still some refinements to the system to be made, particularly in timing of downward flow of information, but let me share with you what happened.

We balanced our budget! We increased our full-time and part-time enrollments in targeted programs and capped others. Also, our offerings through the Development Center for Business were projected to double. We increased our tuition slightly. The board of trustees collectively convinced our sponsor to increase its contribution. We eliminated one academic program and did not take students in another. Five positions were retrenched, all but one were non-teaching. We were able to reduce expenditures in many areas without affecting our quality.

Many positive spin-offs occurred. For example, in the academic area, the division chairpersons and the vice-president prioritized every aspect of the academic operating budget. Believe me, this process was as important as the end product. In addition, we are now completing a five-year plan that will be amended each year.

In conjunction with these internal measures, we are intensifying our efforts to quality for Federal and State funds. We also have a very active College Foundation which underwrites projects to enhance our overall quality. But these are the standard routes, and part of my topic involves uncovering "alternate funding sources and ways for winning foundation and corporate grants." Let me turn to these.

Because the community college is so tied to its roots, some of its greatest assets are in the resources available close at hand. Let me note that when I speak of alternate resources, in addition to those which generate actual monies, I refer to those which produce in-kind services, equipment, and expertise. And the responsibility to explore and cultivate these rests with the board of trustees and the chief executive officer. It cannot be done solely with the "hard sell," although that is part of it. It involves a total concentration on promotion at all levels and in all situations.

We all know the advantages of the comprehensive community college. We know that we are doing an excellent job. We know that more than fifty percent of young people today enter higher education through the community college. We know that we have the flexibility, more than any other segment of higher education, to adjust and to make changes quickly to meet technological needs. We know the non-threatening atmosphere we provide for the returning adult.

But collectively, we must be persistent in making others aware of just how good we are. We must make our successes known at all levels to promote not only our good health, but our very survival!

I have been at Ulster County Community College for twenty years, ten of them as its president. In all of this time, I have worked actively in such community agencies as: the Chamber of Commerce, the Industrial Development Corporation, and the United Way. I serve on a bank and a hospital board and on what seem to be countless other committees. All of this is not, I assure you, because I enjoy being out every night of the week, but because I represent the College—always—on all occasions! As a case in point, just recently a mutually advantageous exchange between a local industrial company and our College was arranged as a result of my sitting on a community board with an executive of this firm.

And here also is the place where the trustees can use their knowledge of the community and their associations to bring the image of the college to their contacts. They can promote the possibility of donation or sharing of needed technical equipment, the use of community facilities for extension courses, the tapping of the talents and expertise of community leaders—in short, the wealth of unexplored resources which exist in almost every community.

Let me tell you some of the ways in which this concept has worked for us. On several occasions, we have been able to secure the services of a loaned high-level executive from local industry, at no cost to us. For example, on one occasion the executive conducted cost and energy studies and provided ideas for planning, self-assessment, and organizational revisions. A second executive helped us establish our Development Center for Business, through which we offer contract courses tailored to meet the specific needs of local industry.

In another instance, representatives of the commercial fruit growers, a thirty million dollar industry in our county, requested help from the College in training technicians to work on their farms and we delivered.

The examples which I have touched upon did not happen overnight nor did they occur automatically. They were the result of careful cultivation of business leaders over a long period of time. We have repeatedly invited executives to our campus to discuss technological advances and the changes that we must make as an institution to meet their requirements. We have discussed the sharing of equipment, facilities, and staff and assistance to our faculty in retraining for these changes. We have also discussed very frankly job opportunities for our graduates, and where possible, we have arranged to use their facilities for laboratory sesssions for our students.

I cannot overemphasize the significance of the trustees throughout the process of developing alternate community resources. They must exert their influence, and therefore, they must be extremely well-informed about the college's plans so that they can set in motion now the means to underwrite projects the college is anticipating two, three, or five years from now.

The community colleges have been fairly effective in presenting our case to the public sector; we must, however, collectively intensify our efforts with private foundations and corporations and convince them that their gifts to the college will benefit their companies as well. For example, in the last year, the IBM Corporation has announced two major equipment gift programs. Both by-pass the community college. The first is for fifty million dollars for CAD/CAM equipment for research-oriented universities. This action occurs while many community colleges in this nation are struggling to purchase state-of-the-art equipment to train the very technicians who will be operating this equipment for IBM, Ford, etc.

The second program involved gifts of the IBM personal computer to high schools, again while the community college will be training a much broader cross-section of the population on the microcomputer.

I do not begrudge the universities and high schools their good fortune. I am concerned that we in the community colleges have not made ourselves heard in the corporate board room! We must research this potential resource—by being a bit pushy, and by using our two national organizations, the AACJC and the ACCT. We must react immediately with letters and/or phone calls, when we hear of a corporation or foundation which excluded the community college from its funding guidelines.

There is no question that the next ten or more years will necessitate coping with shrinking resources, but, I do not believe that any of us in the community colleges should consider "rolling over and playing dead."

Even though our organizational and financial bases may differ, there are some concrete actions which we all can take. We all must establish institutional plans, determine priorities, make difficult decisions about programs and services, and avoid temporary measures. We must guarantee that continued quality of our institutions by involving our faculty, staff, and boards of trustees. And then we must sell ourselves, particularly to the community which can provide us with the money, the in-kind services, equipment, and expertise.

And finally, at the risk of sounding repetitive, I must stress that it is the role of the president and the trustees to provide the direction and leadership in coping with shrinking resources. A quote from an article in the summer edition of the *Educational Record* sums it up well:

> ...Admitting there is a crisis is not pessimism or crying wolf, but recognition of risk for an institution's quality and mission...

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## For Whom Does the President Work?

Donald W. Bryant
President, Carteret Technical College
Morehead City, North Carolina

The question "For whom does the President work?" seems to be a rhetorical one at best. Any board member would answer that the president works for the board. Few individuals would argue with that. Legally, presidents do work for the various boards of trustees. Yet presidents are an unusual breed. They became presidents because they had traits, characteristics, and abilities which distinguished them from others. They were motivated to assume the authority and confront the extra responsibility that being a president entails.

It is relatively safe to assume that this extra responsibility was not undertaken for the sake of the organization or the board of trustees. On the other hand, the driving force was not money. Certainly, anyone who is in the business of education is not driven by the desire for money alone. Yet the object of this article is not to get into a motivational laundry list. In passing, the laundry list might include the desire for prestige, power, recognition, freedom, travel opportunities, etc.

Yet there is something more basic in the motivation of these individuals who rise to the top in the education profession. It is true that these individuals legally work for organizations, and specifically for boards of trustees. They must efficiently and effectively execute the responsibilities for which they were employed. Yet the bottom line is that psychologically these individuals work for themselves. Within definable limits, they are constantly doing things which please them. Regardless of who pays their salary, such individuals work to reach their own personal and professional goals. It is very easy to convey to others psychological control of one's goals and actions as he or she becomes more and more a company person. On the other hand, some boards may unwittingly demand such control. However, a consistent characteristic of strong performers who last is that they work for themselves.

The key to the dilemma is whether personal and professional goals are compatible with the chosen profession and specific role in that profession. This dilemma has important implications for social and professional relations with a president as well as employment. For example, a personal goal may be the absence of conflict or a relatively "comfortable situation." This personal goal seems incompatible with the role of president because of its many conflicting situations. On the other hand, one may have security as a personal goal. This also seems incompatible with the role as president because most presidents serve at the pleasure of their boards.

There are personal and professional goals, however, that are compatible with the role as president. These goals may involve writing, consulting, professional development activity, travel, etc. These goals should be and usually are closely related to the organizational mission of the college. In accomplishing these goals, the mission or prestige of the college is enhanced. However, some board contracts dissuade or imply dissuasion of such activity. For example, one contract indicates that,

> During the term of this agreement, the president will devote all of his time and his efficient and conscientious effort to the management and operation of the college and the promotions of its interests. The president covenants that during the term of his contract he will not directly or indirectly engage in or carry on any other business or profession. (1981)

This is a statement with little leeway or latitude for freedom. Can the president consult on his own time or use annual leave for such? Can the president generate professional articles or perhaps a book that does not directly impact the operation of the college? The reins of the statement above are tight indeed.

Another contract term offers more latitude:

> The president shall devote his full-time attention and energies to the businesses of the college, and shall not during the term of this agreement or any renewal or extension hereof be engaged in any other business activity or accept any commitment outside his role as president which interferes with his duties and responsibilities or adversely affects his proficiency as chief executive of the college. (1981)

The key in the above statement is that activity is allowed which does not interfere with college-related duties. It is a psychologically positive statement. Other contract documents specifically address professionally enriching activity.

> While the president shall devote his time, attention, and energy to the business of (blank college), he may serve as a consultant to other educational agencies, lecture, engage in writing activities and speaking engagements, and engage in other activities which are of a short-term duration, at his discretion, subject to the approval of the chairman and notice to the board. Any activities which require the president to be absent from (blank college) for more than three (3) full work days shall be submitted to the board for prior approval. The president may, at his option and with the approval of the board, continue to draw his salary while engaged in the outside activity as described above. In no case will the board be responsible for any expenses incurred by the president in the performance of outside activities. (1981)

Another relates:

> With prior approval of the board, the superintendent/president may undertake outside professional activities including consulting, speaking, and writing; said outside professional activities may be performed for consideration provided said activities do not interfere with the normal duties of the superintendent/president. (1981)

Other contract documents provide various statements concerning sabbatical leave. Such leave allows the president leeway for professional latitude. Permissible activity on sabbatical should be defined, but it does usually provide opportunities for travel, study, writing, and formal course work. One such statement follows:

> After completion of his third year of service, the president may take a sabbatical leave equivalent to 60 non-service days. Dates of the leave are to receive board approval. During this sabbatical period, he shall receive full salary and benefits as provided in the contract, but if the president does not serve as President for a period of at least one year following his return from sabbatical, he shall repay the college a percentage of his sabbatical salary based upon the ratio of his subsequent service to the time served on sabbatical. (1981)

Inclusion of these statements does not mean that I endorse them. However, they are included to show the dispersion of attitude and thought relative to such activity. They show the range of latitude given to chief administrators relative to personal and professional development activity. The key is whether such posture by the president is truly professional development or is he or she taking advantage of the college for personal gain? This can be determined by the amount of such activity, the type of activity undertaken, and whether the college is suffering as a result.

Board stance relative to personal-professional development of the chief executive is also conveyed in actions whether there are written policies or not. Is attendance at professional meetings "discouraged"? Within an approved line-item budget, are special "sign-offs" for travel required other than permission of the chairman? Is the writing of professional articles on college time deemed inappropriate? Many board members might consider the above-described behavior as preposterous, but it does occasionally happen.

Every president is constantly assessing what work means to him or her. Each is constantly assessing what is good for him or her within the organizational setting and within organizational latitude. Oftentimes, however, the ground rules are absent or not clear. Failure to recognize this element of presidential existence does not mean that it is not a reality. Each president works for himself/herself while he or she works for the board. Recognition of this means confronting the problem squarely. Several suggestions are offered in dealing with this problem.

1. It exists, so it should be addressed openly by the chief executive and the board.

2. A written policy should be developed concerning the position of the board toward this personal-professional activity.

3. The policy should be positive and address the permissible latitude rather than deal with the negative and merely relate or imply that such activity will not be tolerated. If the activity is personal-professional development, it will indirectly have a positive effect on the college.

If the policy is positive, it will serve notice that the prime responsibility of the president is to the college, but the policy will also convey a posture that personal-professional development activity akin to the purposes of the college and compatible with the role as president is encouraged.

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## Public Relations for Community College Foundations

Nancy E. Hardee, Trustee
Northern Virginia Community College
President, Northern Virginia Community College
Educational Foundation, Inc.
Annandale, Virginia

I would first like to give you a brief overview of Northern Virginia Community College. The College is a five-campus comprehensive community college and one of 23 community colleges in the Virginia Community College System. It is the largest community college, 35,000 headcount students in the Fall Quarter, in the System. We serve a population base of 1.2 million in nine political jurisdictions serving the Virginia portion of the Washington, D.C. Metropolitan Area.

During the 1982-83 fiscal year we served 59,765 students in credit courses and 123,774 persons in non-credit continuing education and community service programs. We have 76 degree and certificate programs with 65 (85.5%) in occupational/technical fields. Eighty percent of our budget comes from state tax dollars with the remaining 20 percent coming principally from student tuition and fees. We have about 2500 full- and part-time faculty and staff. There is a 15-member State Board for Community Colleges which is our governing board. Each college has its own appointed local advisory board. I serve as Vice-Chairman of the local board and as President of the Foundation.

Our foundation was established in December, 1979, and began operations in 1980. Presently, we have a 14-member board, and we recently voted to change our by-laws to authorize a 35-member board. Last year the foundation had $110,000 in gifts, about $82,000 in cash and $28,000 in gifts in kind, for the college's use. We use both direct mail and personal solicitation in our search for funds.

As the community colleges of this country begin to develop their educational foundations they must be concerned with that vital operation of public relations. Indeed fund-raising and public relations go hand-in-hand; the one will not be successful without the other. Our foundations must be concerned about their visibility, their image, their credibility and the channels of communication which they open up to both internal and external constituencies of the college.

One of the first things we did at Northern Virginia Community College was to identify the college constituencies with whom the foundation would establish contact, cultivate and eventually solicit. The constituent groups include both the college and foundation boards, faculty and staff, alumni, parents, community organizations, businesses and corporations, citizens in the community and a host of others. By defining its constituencies at the beginning a foundation board will better understand the multitude of individuals and groups from whom the foundation will eventually seek funds.

In order to help us advertise what the foundation was all about, we developed a descriptive brochure. We disseminated this piece widely during our first annual fund drive in 1981. It tells our story, indicates the kind of gifts which can be made to the foundation, presents our Board of Directors and in general helps to provide visibility and an image for the foundation. As an adjunct to this piece, we also had our college graphic artist design distinctive letterhead stationery and envelopes, business cards for our executive director, a special news release letterhead and an internal memorandum letterhead. On all of this material you will find a distinctive logo designed especially for the foundation.

A major area for public relations is media relations. We have worked closely with the College's public relations department to assist us with news releases of all kinds, e.g. the establishment of the foundation, the appointment of the Executive Director, the naming of our Annual Fund Chairman, the announcement of the Annual Fund campaign, scholarships and other major funds received; etc.

We have not done a great deal yet with radio and television. However, our Executive Director did appear on the "NOVA Forum," a half-hour interview show which airs on about a dozen radio stations in the Washington Metropolitan Area.

Our foundation has also undertaken responsibility for capitalizing on several public relations opportunities which presented themselves to the College. In 1982, as part of a public relations program geared to business and industry our Executive Director undertook the development and conduct of a one-day program on Building Community College Partnerships with the Private Sector. This was one of 12 ACCT-initiated programs in conjunction with the President's Task Force on Private Sector Initiatives. This program garnered both visibility and credibility for the College and the foundation.

In addition, the Council for Advancement and Support of Education (CASE), the national professional organization of educational fund raisers, has sponsored National Higher Education Week for the last two years. In 1981 it conducted what was known as the Mindpower campaign, a national public relations effort for all of higher education. Our fund campaign that year appealed for scholarships and we used the Mindpower theme in our literature. Also, our Executive Director served as chairman of a college-wide task force for National Higher Education Week.

Another part of our external public relations program has been the undertaking of the development and implementation of a college alumni federation. Because we know from our graduate follow-up studies that about 50% of our graduates go into private sector employment, we believe that the growth of an alumni relations program will enable us to strengthen considerably our ties to the business and corporate community. Our alumni will become a vital part of the public relations program for the College and the foundation.

Let's take a look now at some of the actions which we have taken to promote some internal public relations for the Foundation.

In the first few years, the foundation board was asked to stand in the receiving line of the President's annual Fall reception for faculty and staff. The Executive Director of the foundation was introduced at the President's Orientation at the five campuses. Our Executive Director has met and continues to meet with various faculty and staff groups such as the Provosts and their staff, the student financial aid committee, various "working groups" within the college such as career planning counselors, curriculum advisory committees, campus councils and learning resource center staff. Our foundation brochure has been distributed to all faculty and staff and to all 450 members of our 46 curricular advisory committees.

Periodically, news items are placed in the College internal newsletter, *Intercom*. Our Executive Director has participated in the college-wide Cross Campus Day staff development program by giving a mini-workshop on proposal writing. During 1982-83 the Executive Director of the foundation was an ad hoc member of the Educational Master Planning Task Force. That work puts the foundation at the forefront of thinking and planning for the college. If that relationship does not exist at your college, I recommend it highly. For example, the College's newest long-range plan speaks directly to the issues of institutional advancement and a renewed effort to strengthen our relationship with businesses and corporations.

Our foundation has been closely connected to the development of the college's first marketing plan. Again, our Executive Director has been a member of the Marketing Design Team and will continue in that capacity during the next year. The first President's Marketing Workshop was held just a few weeks ago and I was personally involved in that effort.

Our fund raising foundations must be concerned about their own public relations program, and they must be internally linked to the College's overall public relations plan. Without the necessary public relations, both internal and external, the fund raising results will be minimal. We still have lots to do at Northern Virginia Community College, but our internal and external public relations efforts are beginning to pay off.

One final remark. I realize that as a board member I also play a significant role in creating good public relations for the foundation. The way in which I do business in the community, my participation in the organizations to which I belong, and my relationship in a vast network of friends and colleagues all have a potential for reflecting good or bad public relations for the foundation and the college. Even the way in which I approach a prospective donor will create a good or bad feeling about the foundation and its work for the college. As board members we must be constantly alert to the potential for creating good public relations for the college and the foundation.

# Trustees and Administrators Can Work Together to Contain Rising Costs

Thomas C. Henry
Academic Vice President
Seminole Junior College
Seminole, Oklahoma

Community and junior college trustees are faced with problems of maintaining quality instructional and service programs in what has now become a period of softening of financial support in postsecondary education. The community college sector has been a growth industry for many years and in a time of declining resources, some colleges, and their governing boards, have found themselves ill-prepared to cope with reduced financial outlays.

While many institutions still use the familiar and useful management processes of planning and implementation, trustees need to better understand different strategies needed to resolve the financial squeeze felt by their institutions. Traditionally, trustees have approved the use of expedient and accessible means to reduce budgets. Unfortunately, reductions in curriculum, personnel, programs and services, and other important areas of the budget, essential to the role and mission fulfillment, have served as a quick-fix, panacea to ailing budgets. A chief concern of trustees in approving such approaches to budget reduction is that important programmatic issues, such as maintaining quality, depth, and breadth of offerings in the college are ignored, to the detriment of the institutional mission.

Our experience in dealing with massive financial reductions and sporadic, knee-jerk reactions to dollar shortfalls, led us to discover the "cost containment" strategy for use in fiscally conservative times. This approach, while not new to the business community, is one which proffers promise to community college trustees seeking innovative means to ensure that institutional role and mission is kept intact.

## The Cost Containment Strategy

A system is needed which can help college trustees focus upon a range of issues as they attempt to govern the management of limited resources. Cost containment, a broadly-based management concept useful in fiscal management offers potential for planned and improved trustee decision making. It is a systematic strategy with prescribed stages designed to help governing boards and colleges capitalize upon available resources and their improved uses.

Cost containment is predicated on the assumption of the need to do more with less. A central component of this approach is to provide quality community college education programs for students in the face of diminishing resources. The overarching goals of cost containment are to provide trustees and college officials with alternatives, and, to accomplish more of what the college must do, with fewer financial outlays. Cost containment is a strategy designed to set in motion steps to: (1) reduce or keep costs at a constant level, (2) keep costs at or below the rate of inflation, (3) hold stable the unit costs of goods and services while maintaining the quality of community college education, and, (4) allow an increase in unit costs of goods and services to the extent necessary to accomplish the goals of a college.

## Identifying Areas of Cost Containment

"How can areas of college operation most likely to result in cost containment be identified?" is the question that arises early in the minds of college officials. Tables 1, 2, 3, and 4 depict examples of ways and areas identified by 34 institutions to identify and contain costs. Table 1 shows a rank ordering of respondents to areas of potential cost savings, according to estimated difficulty in controlling costs, from most difficult, i.e. Utilities, to least difficult, i.e. Advertising.

### Table 1
### Rank Ordering of Cost Categories According to Estimated Difficulty of Controlling Cost Increases (Most Difficult to Least Difficult) As Reported by Officials in 34 Colleges and Universities

1. Utilities
2. Insurance on Plant and Equipment
3. Retirement Benefits
4. Admission and Records
5. Fringe Benefits
6. Postage
7. Administrative Salaries
8. Library Services
9. Student Financial
10. Faculty/Staff Recruitment
11. Library Supplies
12. Telephone/Communications
13. Library Periodicals
14. Student Housing/Food Service
15. Intramural Athletics
16. Student Recruitment
17. Library Book Purchases
18. Library Staff
19. Security
20. Intercollegiate Athletics
21. Printing
22. Student Activities
23. Student Financial Aid—Institutional Funds
24. Janitorial Services
25. Graduation/Convocation Costs
26. Professional Association Memberships
27. Library Equipment Purchases
28. Publications (Non-library)
29. Institution Memberships in Associations
30. Subscriptions (Non-library)
31. Faculty Travel
32. Faculty Sabbaticals
33. Administrative Travel
34. Advertising

Thirty-four areas of potential cost savings are reported in the study, and it can be inferred from these findings that the prices of goods and services purchased by colleges are determined by forces difficult for institutions to control. For example, utility costs, fringe benefits, and library costs have increased sharply in recent years.

Table 2 addresses ways in which institutions have focused upon areas of potential cost savings in utilities, and attempts to reduce financial outlays. Insulation, automated monitoring of utilities systems, and manual control of utilities were cited as steps often used to contain costs.

### Table 2
### Number of Institutions Implementing Various Efforts to Contain Utilities Costs As Reported by Officials in 34 Colleges and Universities

| | No. Implementing | No. Not Implementing | No Response |
|---|---|---|---|
| Zoning of utilities | 14 | 19 | 1 |
| Zoning to restrict space | 5 | 26 | 3 |
| Insulation | 25 | 7 | 2 |
| Reduced length of work day, flextime, etc. | 8 | 25 | 1 |
| Automatic monitoring systems for utilities | 15 | 17 | 2 |
| Reduced length of work or class week | 4 | 30 | 0 |
| Reduced length of term | 0 | 33 | 1 |
| Elimination of summer term | 0 | 32 | 2 |

Table 3 describes various means used to contain personnel costs. Reductions in the number of maintenance, and hourly workers, increased class size, and reductions in the number of clerical and support staff

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were cited as approaches to cost control.

### Table 3
### Number of Institutions Implementing Various Efforts to Contain Personnel Costs As Reported by Officials in 34 Colleges and Universities

| | No. Implementing | No. Not Implementing | No Response |
|---|---|---|---|
| Reduction in number of faculty | 13 | 20 | 1 |
| Reduction in number of clerical and support personnel | 15 | 18 | 1 |
| Reduction in number of maintenance and hourly workers | 18 | 14 | 2 |
| Early retirement | 4 | 26 | 4 |
| Reduced or eliminated sabbatical leaves | 5 | 27 | 2 |
| Increased teaching loads by credit hours | 8 | 24 | 2 |
| Increased size of classes | 22 | 12 | 0 |
| Use of more teaching assistants or junior faculty | 11 | 22 | 1 |

Table 4 (right) shows that [illegible] number of institutions shared library resources, faculty, computers, facilities, transportation and insurance rates. Many used other tactics to lower costs, such as reduced printing, mailings, telephone use, and faculty and staff travel.

These data support the notion that there are many ways to identify areas for cost containment efforts. A more formal approach to this important process includes, but is not limited to, using the suggestions and brainstorming techniques. The suggestion system requires trustees and college personnel to organize in units to generate written ideas on areas and ways in which economies can be realized. The suggestion system may also promote increased cost awareness by trustees as well as college personnel; few trustees are aware, for example, of the amount of waste involved in random, unplanned use

### Table 4
### Number of Institutions Implementing Other Efforts to Contain Costs As Reported by Officials in 34 Colleges and Universities

| | No. Implementing | No. Not Implementing | No Response |
|---|---|---|---|
| Sharing | | | |
| Library resources | 28 | 4 | 2 |
| Faculty exchange | 12 | 20 | 2 |
| Computer | 17 | 16 | 1 |
| Facilities | 15 | 15 | 4 |
| Transportation | 17 | 14 | 3 |
| Co-Insurance | 11 | 19 | 4 |
| Buildings | | | |
| Conversion for other uses | 11 | 20 | 3 |
| Closing all or part | 14 | 16 | 4 |
| Other | | | |
| Restricted recruiting | 2 | 30 | 2 |
| Reduced printing costs | | | |
| Catalog | 16 | 17 | 1 |
| Bulletins or newsletters | 15 | 16 | 3 |
| Publicity | 4 | 26 | 4 |
| Reduced telephone use | | | |
| Long distance | 13 | 20 | 1 |
| Number of phones | 9 | 23 | 2 |
| Reduced travel | | | |
| Faculty | 18 | 15 | 1 |
| Staff | 19 | 14 | 1 |
| Reduced institutional or institutional-paid memberships to professional organizations | 15 | 18 | 1 |

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of a photocopy machine. A potential detractor in using the suggestion system is the expenditure of limited resources required to fully examine each suggestion.

Brainstorming is a familiar technique for problem-solving and calls for generation of ideas by trustees and selected college personnel. Such sessions should be conducted in a non-threatening atmosphere, one conducive to free thought and creativity. This technique facilitates interaction among trustees and personnel, generates feedback for idea assessment, and promotes awareness of the need to contain costs. A key to the generation of new ideas is to have selected college personnel intermingle with trustees in brainstorming sessions.

The above techniques emphasize the need for an orderly search for change. A complementary method includes trustee analyses of revenues and expenditures for specific programs and college functions, at regular intervals, i.e. monthly, quarterly, annually or over a period of several years.

Still another approach is to identify specific major areas of college expenditures and develop a listing of alternatives to funded expenditures. Each of these techniques is directed by college officials with the concurrence and involvement of trustees, and may result in the identification of cost centers, and cost savings. Too, they offer the rewards inherent in stimulating an awareness of the need for cost containment among trustees and college personnel.

## Data Uses In Cost Containment

Effective cost containment planning requires the generation of useful data bases comprised of comparative program costs, functions, services, and comparisons of revenues and expenditures of past years. Where possible comparable data from other colleges should be used in making analyses. Presentation of such information to trustees is helpful in identifying areas for cost containment through examination of unit costs, and expenditures for the multitude of activities funded by the college.

Crucial questions which need to be addressed include: what kind, how many, and at what level of support will programs and services be offered? How will programs and services be offered? What measures of productivity will be used to determine acceptable levels of costs? How is the program or service to be organized and staffed? What is the cost benefit to the student and the college? What are the primary and secondary potential of financial support for programs and services?

## Assessing the Impact of Cost Containment

After the previously discussed steps have been taken, a number of areas of financial outlays will have been identified by trustees and senior personnel where potential cost containments or reductions in expenditures might be made. As these areas are discussed, and new ones identified, each area should be considered in the context of the following factors: (1) What are the "startup" costs for implementing steps to contain costs? (2) Will the benefits offset startup expenditures? (3) What impact will the proposed change have upon future costs to the college? (4) What impact will the change have upon revenues and expenditures? Some alternatives may lead to shifting costs from one program to another. (5) Is the burden of reduced costs to one unit of the college simply shifted to that of another? (6) What period of time is needed to implement a cost containment option? An alternative in an area which leads to a one-time savings may be less attractive than an alternative which leads to the need to acquire or commit personnel, material, or similar resources. (8) What are the management requirements, their costs, and possible policy changes? (9) What impact will the cost savings alternatives have upon access to, or quality of, programs and services of the college? and, (10) In what manner will the alternatives affect factors of external control? Program changes to reduce costs which are related to affirmative action, equal opportunity and similar requirements should be carefully analyzed before taking steps to reduce costs.

## Priority Setting and Resources Commitment

After alternatives for savings through cost containment have been identified and assessed, trustee decisions based on recommendation of senior administration must determine priorities for implementation of cost containment planning. Resources must then be committed. First the size, mission and financial stability of the college as well as external factors such as support from local, county, state, and federal governments must be determined to identify which opportunities will enhance the college's cost containment efforts. Depending upon the college's organizational structure, cost containment area identification may begin at the board of trustees/president, vice president/dean, departmental level, campus site (in multi-campus systems) or, be coordinated by the central office. Wherever the process begins and is administered, it should include a periodic trustee and administrative review which weighs the priorities of cost containment efforts against themselves, in comparison to the broader priorities of the college.

Next, the amount of resources available is determined and the utilization of resources is planned. Resource requirements are analyzed on two fronts: (1) the needs of the college and (2) the needs of the individual cost containment project. Cost containment project descriptions of estimated expenditures and personnel time requirements determine whether projects are implemented, delayed, or rejected. For example, a savings project, offering significant benefits but requiring no resources beyond the current budget may be implemented immediately; whereas, a project requiring resources which cannot be obtained or committed until the beginning of another fiscal year, is delayed.

## Implementation of Cost Center Project

After an area of potential cost savings or "cost center" has been identified, a workplan must be prepared. The workplan (project) is a detailed description of what needs to be done, objectives that will be accomplished, who is to do what, and when each activity is to be completed. Especially important is the inclusion of a detailed list of necessary tasks/activities. From this list the skills required to perform the tasks/activities can be determined and the resources necessary for completing the tasks can be estimated.

A first step is preparation of estimates of time required to accomplish specific tasks. Concomitant with time estimates are resource estimations which generally begin with the construction of an interview questionnaire. The major issues addressed in the questionnaire are time required of trustees, staff, and equipment use. Interviews are then conducted with persons who have firsthand knowledge of a given unit of administration in the college. The project is implemented in accordance with a scheduling plan. Skills from several dimensions are required for implementation of "cost center" studies: (1) group communication skills are used to discuss and describe a project and its implementation to staff; (2) writing skills are required for stating goals, processes, procedures and plans, and in documents and reports; (3) skills in problem-solving and analyses are needed to identify relevant data and to analyze complex sets of information; (4) creative skills are needed for interpreting how a "cost containment" project might be structured to meet cost savings objectives;

and (5) management skills are necessary for supervising and stimulating project staff.

### Assessment of Completed Cost Containment Projects

Assessment is both a continuous process and the final step in cost containment efforts, and is essential since it determines whether or not cost containment efforts were successful. An assessment employs information that is financially, statistically and qualitatively based. Each project must be assessed to determine if the (1) resources used in the cost containment effort were expended advantageously, and (2) the purpose has been met, i.e. that limited resources have been utilized in support of the college mission, and in fact that cost savings had been realized.

When properly performed, project assessment provides information for trustees and college officials in planning and implementing future projects, motivating college personnel to be more cost conscious, and aids in the identification of cost containment applications for future projects. Project assessment determines whether or not the overall cost containment process is successful. The level and intensity of project assessment should be comparable to the magnitude of the project. If negative results are found in early stages of a project, remedial action can be taken. However, if the benefits of the project are not significant or exceed the available resources, appropriate action, such as remediation or disposal of the project can be taken.

General techniques used in the assessment are (1) comparing estimated costs to actual costs at the various stages of project implementation, (2) determining benefits of the project in relation to costs of accomplishment, and, (3) comparing the benefits and costs of the project to the operations of other programs or activities funded by the college.

### Conclusion

College trustees and administrators are increasingly faced with problems of maintaining quality education in a period of declining resources. Because the community college sector of education has been a growth industry for so long, many trustees and administrators alike, are not prepared to cope with reductions.

While managers of programs still use the familiar processes of planning, directing, and stimulating outcomes, different strategies must be employed in stringent financial times. In a period of growth college trustees had to develop ways to acquire monies for facility construction, and sometimes pass bond issues to that end; in a period of decline in resources, trustees and college officials will need to employ strategies which are appropriate to the day's problems. The process of cost containment has much to offer college trustees and administrators. Decisions reached through cost containment are more orderly, rational, and data-based. Moreover, cost containment employs principles which extend beyond a single issue, and the applications of cost containment will provide benefits for a college over long periods of time.

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# Creative Approaches to Student Financial Aid

Merle L. Lange
Director of Student Financial Assistance
Glendale Community College
Glendale, Arizona

Traditional support for higher education can be divided into three categories—(1) operational and instructional costs, (2) research projects, and (3) student financial aid. The four primary sources of support are (1) State government, (2) local government, (3) Federal government, and (4) private sources. The private sector support has tended to concentrate more on private institutions and is generally related to research activities with only slight assistance to targeted students. Local governments (typical of the community colleges) have concentrated on strictly local issues and this has been somewhat emulated by State funds. It has been the Federal involvement in student financial aid that has supported the individual rather than the institution. The Federal government has been a major source of funds for student financial aid since the enactment of the GI Bill.

The current distribution of support from Federal, State, and private sources reflects the developments of the past several decades. First, the amount of funds for research at the universities has increased significantly with the impetus being supplied by the Federal government. Second, public support of students from lower economic families has grown as the nation's goals moved from selective admissions to mass participation and universal access to higher education. Third, State and private support has risen in direct response to enrollment trends; however, private support has not increased at the same rate as have State funds. Federal support has risen the fastest of all, but has been less stable because Federal activities typically are in response to perceived national problems. Further, the rate of increase in Federal aid has fallen substantially since 1981.

The rapid expansion of the community college system has been credited with contributing to the expansion of the idea that ever increasing numbers of people would and should pursue further education. There is, however, a counter-point to this concept. If one is to look only at the student-institutional relationship of simply "going to school for going to school's sake," then we may be creating more problems than we alleviate.

The current situation is described as follows: with 40 percent of the population enrolled in higher education, we are raising the expectation levels of individuals to perhaps unrealistic levels, after all only about six to ten percent of the work force can be placed in occupations requiring a "college education." Reported at the recent APA meeting in California, was a study of the impact of under-employment vs. unemployment. The bottom line was that the anxiety levels of under-employed persons significantly differed from those of the unemployed.

Currently, some indicators suggest that the intense interest of increasing access through student financial aid appears to have declined. Remember that the formula of declining revenue and increasing deficits applies pressure for less domestic spending in the Federal budget. Many observers feel that appropriations for education may lag behind inflation for the next several years and as a result tuition charges will continue to rise. The most optimistic observers agree that level funding is about the best we can hope for and this is actually a loss in real terms.

Pressure to reform the student financial aid programs seems to reflect three issues. First, does the current system have sufficient checkpoints to ensure that students maintain satisfactory progress in their academic programs? Second, should the student financial aid programs be modified to provide for recognition of achievement or ability? (This is currently what Washington is referring to as Merit Awards.) And third, should current student financial aid programs be recast or new ones devised in response to specific person-power programs?

The satisfactory progress issue brings two significant aspects to light: (1) the administrative burden placed upon the institution to monitor the process and (2) the traditional conflict surrounding the Federal government's involvement with academic freedom. Most existing student financial aid programs do not include academic merit among the criteria used in determining a student's eligibility. The goal of the current programs has been to increase access which lends emphasis to general education rather than targeted person-power programs.

If the human capital theme is rejected as a justification for maintaining student financial aid programs, then the opposite may be true in that national interests would be served in a more specific manner through the targeted concept. The problem with the latter approach is that surpluses and shortages are difficult to predict and they also have a tendency to ebb and flow as the tides. The so called "New" policies may not ever be implemented by the time the problem disappears. The basic question still remains concerning the degree to which a publicly subsidized postsecondary educational system should be responsive to student demand without some consideration of Societal needs.

When the subject of "Creative Approaches to Student Financial Aid" is mentioned, there is a great temptation to think in terms of merely increasing the level of dollars, and that would solve most of the problems, I suppose, but it is somewhat unrealistic and I am not certain that it is actually the answer we want. Before we address the dollar issue, let us look at an area I call the non-financial activities of student financial aid.

We mentioned satisfactory progress earlier and the associated problems the process creates, but let us look at the anatomy of satisfactory progress. If the institution permits a student to enroll and the process is essentially a paper or "faceless" process, that student will eventually work his/her way through the institution and program. The basic question to be answered, it seems, is whether there is any wasted motion in the process. Some of the waste might just be financial in nature, or time might be wasted. However, if a satisfactory progress policy had been put into place both targeted objectives might be achieved as well as a savings of student financial aid for other students. This is simply a technique to better manage the limited resources we have available. The question needing to be answered is that with better management and accountability techniques, where does the point of diminishing returns set in? A very common reaction to the proposal for "tightening-up" is "Yes, let's do it." Little or no consideration is given to the fact that a few dollars expended in one area might enhance greatly the effort in another.

This leads me to another aspect of non-financial aid activity which is the role that you as a trustee of the community college must play. Again, when student financial aid is mentioned, the attention immediately shifts to the student financial aid office. I submit to you that the student financial aid office is only a partner in the total process of delivering student financial aid to meet a student's needs.

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Historically, the student financial aid administrator has moved through a quite well documented evolutionary process. The community colleges have traditionally had a better record than the four-year schools, relating to the qualifications of the staff selected to administer the student financial aid programs. However, as budgets have been shrinking, there has been a tendency to lower the qualifications of the persons selected for the position. Some community colleges have, in fact, abandoned almost all of the qualifications and actually selected individuals "from off the street" to administer the student financial aid programs. My point is that when each of us—trustee, administrator, student financial aid personnel—operate individually, we weaken the image we project to the higher education community and this includes the Department of Education.

Some of the recommendations I would offer to you are as follows: As a trustee, you hold a position of trust within the community and as such must exert a positive and overt force for the institution. I would encourage you to take an active role in your institution's behalf in Washington. We have known for some time that the community college is under-represented in Washington and, as such, the community colleges do not receive the proportionate amount of Federal funds compared to the proportion of students enrolled.

An example of a need for your influence is the experience of the first five years of the Basic Grant program. There was absolutely no accountability on the part of the student for the five years of the program. That is the length of time it took for student financial aid professionals to convince Congress to change the law.

That period is now cited by the Department of Education as an example of the ineptitude for management the institutions exhibited. You must become politically active as a member of the "team."

Another suggestion I would offer is to change perceptions of the costs involved to attend the community college. I have heard it said that it only costs $X to attend Glendale Community College. What is cited is the tuition charges. Unfortunately, this perception controls the behavior of too many decision-makers, among them legislators. That perception controls the efforts to provide the majority costs that students face which are maintenance costs. For example, if the community college really became involved with retraining the structurally unemployed, where is that student going to get the money for food, clothing, and shelter needed to support a spouse and children?

Even the term low-cost institution implies our students do not need student financial aid funds. As such, a Federal task force on student financial aid re-authorization points out how the concept of minimum self help in the Pell Grant program would shift funds from low-cost to high-cost schools.

The final area I will address is a "shopping list" of activities—each designed to create dollars to assist students to remain in school. The subject of student financial aid sources might be divided into two categories for discussion purposes. The first source would be within the institution, which includes students, and the second source would be outside of the institution.

We will first look at those sources coming from within the institution.

The first item is the question of tuition. Student tuition payments are a major source of support for higher educational institutions, but various questions are being raised concerning tuition policies. One is the appropriateness of free tuition; second is the share of public institutional operating cost that should be borne by the students, a third is the degree which tuition should vary in terms of the costs of different levels of education—community college, lower division, upper division, professional schools and graduate schools, and last is the issue of whether tuition should vary by program in terms of either actual cost or the relative benefit that accrues to society. The tuition question has been threatening the open tradition of higher education. For example, out-of-state tuition has been increased to the level in some schools that it simply limits the number of students they will attract or, in other words, interstate mobility is restricted.

The second source of student financial aid would be institutional scholarships. These are awards generated by institutional funds. One advantage of this type of aid is that the ego of the recipient becomes involved and the individual will often exert greater effort to provide their needed resources themselves. This is somewhat a risky business at best, for what becomes of the student who misjudges his/her needs?

The third source could be institutional funds utilized to match Federal programs. For example, the MCCD appropriates funds to match the Federal portion of the SSIG program beyond what the State can match. This is, of course, limited to what matching funds are available from the Federal share.

As you can see, the institution may be rather severely limited in the scope and nature of funds it may make available to students.

Now let us turn to the non-institutional sources. Here the basic problem seems to be, if there are only so many dollars out there, how do we convince someone to perhaps redirect their funds to our students? This is where the prestige you possess, as a trustee of the community college must be brought into the picture. You are the individuals that others have expressed their confidence in by casting their votes for. Therefore, we now need to capitalize on that psychological situation. Let us now look at some of the areas where you can exercise your influence.

First, cost sharing with industry. There are a variety of methods to be used, one we will call the "Big Brother" or "Big Sister" program. Borrowing the term from another area, the concept is that specific students are identified with specific industries through, perhaps, a career field basis. The firm is requested to help off-set the costs the student will experience. The advantage of this approach is that local businesses are helping local students. We need to capitalize upon the sense of pride the firm exhibits. There is also considerable public relations potential for the firm as well.

Another method in which local firms can participate would be to provide a contribution to off-set the required matching—20 percent for CWS and 10 percent for the NDSL program. In particular, the 20 percent CWS match can be demonstrated objectively by employing students in beautification efforts for the campus. Both the student and firm's pride is appealed to. Each of these techniques emphasizes the "person-to-person" approach.

Another area in which you may exercise your image is the traditional scholarship fund. Caution needs to be exercised here because you may find you have a very restricted scholarship that you have trouble placing. One variation of the scholarship question might be to create a revolving loan program from the contributions rather than straight scholarships. It is well documented that to request scholarship recipients to morally repay the award usually requires at least 15 years after graduation. In the scholarship agreement, be certain to address the question of the direction the donor wishes his/her scholarship to take upon his/her death.

Challenge Grants are another area in which you may become effective. The idea is to appeal to the local pride of a donor to contribute the original gift. Then other sources are contacted to provide the matching funds. Since corprate donations are usually provided where some advantage is being sought, it is our job to seek out those advantages and offer them to the donor. We need to be alert and build all the linkages we can with the corporations.

There are also certain legal instruments that might be utilized. The first is a charitable trust in which the college is designated as beneficiary. For the first years, the interest is designated for a specific student (usually a relative). After graduation, the trust reverts to the institution. The advantage to the donor is, of course, the tax advantage. A contribution of $50,000 provides approximately a $33,000 tax advantage for those in the 50% tax bracket.

The second legal instrument is the insurance policy. The usual relationship is for a grandparent to purchase the policy for a grandchild. Obviously, this requires considerable advance planning.

The third instrument may be forthcoming, although not available at this time. It is the Educational Cost Account—similar in structure to the Individual Retirement Account (IRA). At present, the proposals do not seem to include sufficient incentives for many to participate.

The final item I will describe is known as the "Cornell Plan." Although I would not suggest anyone hold out for the dollar value incorporated into the Cornell Plan, rather one should concentrate on the principles involved. The Cornell Plan was based upon a $7.5 million donation by one donor. This donation was accomplished, according to officials of the school, because they had five points: The first was to have a solid data base. When you are dealing with potential donors, know the facts. There is no room for ambiguity. This implies a good understanding of statistical data. The second point is to have a "dream" or pet project. This allows for a closer identity with a project and donors feel better about giving to a specific objective rather than to general accounts. The third point is to have a theme. For example, it might be that your work program is consistent throughout your contact with the donors. The fourth point is to be flexible and creative. Use your imagination to assist the donor to see the wisdom of providing the funds. And finally, a little luck and hard work will be needed.

## Summary

In summary, we would say that the chances are very good that we have seen the upper level of involvement of the Federal government in student financial aid matters, particularly as long as the Federal deficit exists. Therefore, we will need to work diligently to keep what we have, both from a dollar point of view as well as program involvement.

Because we are not the only decisionmakers, we need to work as a team, and the student financial aid community will welcome your involvement in the political process. It only points out the interdependence we have upon one another. We solicit your help and as long as we remember that we all have the same objective, which is to serve students, I believe we will succeed. It is obvious that there is no simple, single solution to our problem, but with the "team approach," I don't see how we can lose.

# Needed: A National Training Strategy

Reagan H. Legg
Trustee, Midland College
Midland, Texas

With unemployment figures heading downward, Americans tend to think that the problem is solved and breathe great sighs of relief. It isn't solved, and we must take a long look at the disease of high unemployment and the measures we must take to prevent its recurrence. America simply cannot again afford more than 13,000,000 unemployed citizens.

Our traditional approach has been to wait until disaster is upon us and then apply hasty "band-aid" solutions to problems. This time, Congress, the administration, business and industry must be wiser than that, or the country will suffer disastrously and perhaps even irreparably. Even now, there are still 8,000,000 unemployed Americans, and productivity and quality of industrial production is being outstripped by other competing countries. The American worker's future is at best uncertain.

We must implement a national jobs training and retraining strategy, if we are to maintain our eroding industrial leadership. West Germany's established program of training and retraining is credited with keeping its unemployment rate one of the lowest in the Western World. To date, we are doing little to attack our problem.

Perhaps we take too much comfort in believing that our scientific community continues to hold a competitive edge in technological discovery. But is that really true? Certainly, that edge is narrowing, and it will soon disappear unless we develop a workforce by which our economy—rather than the factories of our rivals—benefits to a maximum degree from advancing technology.

At the very root of the crisis is a glaring (and growing) imbalance in our national skills bank. Even at the peak of unemployment, good jobs were to be found in high-tech areas, and want-ads still plead for trained personnel in computers, robotics, microbiology, communications and other fields.

Too often, when we think of high technology, we envision research, systems and programs designers, Ph.D.s and electronics engineers. For every one of those, however, the new service society will require thousands who will manufacture, operate, maintain, repair, sell and service the new machines. Where is the training and retraining of people to do these jobs coming from?

Industry and business now spend about fifty billion dollars per year on education and training of their employees. That's all industry, not just high-tech. That is enough money to pay the annual bills of all colleges and universities in the United States, and the cost is becoming too great for industry to handle in a competitive world market.

Our military capability is alarmingly threatened by the same skills shortage. Sources within the Pentagon say that the Army needs at least 250,000 technicians to effectively staff the advanced weapons systems currently deployed among its reserve units alone. The Navy and Marine Corps are likewise shorthanded in a variety of technician skills, despite spending by these services of tens of billions of dollars annually in training programs.

To begin with, the "education" of noncommissioned technicians should be taken out of the hands of the military and placed in the educational mainstream. The military's training programs have become disgracefully inbred and far too costly. If the persistent Washington rumors that current costs of military "education" exceed the entire budget of the Department of Education are only half true, it is another sad example of overkill in Defense. Walter Muller of George Washington University, who has studied the situation, asserts that cost savings could run as much as ten billion dollars annually—yes, billions—if such training was moved into the nation's community and technical colleges, where facilities, equipment, personnel and know-how are already in place.

In the private sector, community colleges are able to offer the same savings plus an increase in skills. We cannot, of course, make high-tech specialists out of every person who finds his or her job eliminated by technology or by supply and demand. Not every person in the workforce is capable of assimilating the necessary training, and many simply don't want to do so. We must go further than that. There are still assembly lines, welding jobs, mining, agriculture and small business. All will benefit by trained people.

During the worst of the recession, we found that people are willing to move long distances to find work—even jobs of a different kind. The mass migration to the Sun Belt from the industrial Northeast and Midwest proved that. But there was no plan, no pool of jobs or trained personnel. The Department of Labor index is woefully inadequate. People migrated because they "heard" there were jobs in this or that area. We have no formal skills bank, no inventory of jobs or people to efficiently fill the needs.

We should have learned another lesson as well. The implementation of a national training and retraining program would be far less costly, and many times more beneficial, than paying out hundreds of billions of dollars in unemployment benefits. Human capital is our most precious national resource, and keeping that capital at work is our foremost responsibility. We—government, business, labor, industry and education—must focus on that principle and consolidate and streamline the fragmented employment and vocational education programs presently on the books.

The whole country is increasingly caught up in groping for that genie's bottle which will spew forth the technicians with which American industry can stand off global competition and maintain our security and a healthy economic climate. Our energies would be better spent refocusing on the strengths our system possesses.

More than 1,200 public community and technical colleges are in existence in this nation. They are located geographically in both urban and rural areas, within reach of everyone. The delivery system for training and retraining is already in place in those colleges, and they can meet and solve a big part of this challenge. They are now doing a great deal with private industry to reduce training costs and improve programs. In a highly-publicized 1982 announcement, General Motors revealed that it is turning its technician training over to some sixty community colleges all across the nation. This is by no means an isolated example as industry finds this method far less costly and more efficient than maintaining so many separate facilities and teaching personnel to do the job.

More than 5,000,000 Americans are now enrolled in these colleges, and roughly that many more are learners in non-credit programs offered by the colleges. And their programs explode the myth that education is only for the young. Many students are taking college courses to prepare them for jobs in industry, or to sharpen skills for the jobs they already have. The community colleges in California, for example, now have a larger combined enrollment than the separate populations of a dozen of our smaller states.

In North and South Carolina, the community-technical colleges have become a trump card in the industrial development strategies of those states. In negotiations with a company considering construction of a new plant, the industrial development agents for the state simply assure the employer that the community college system will stand the cost of curriculum design and training necessary for a "start-up" workforce at the new location. When the plant opens, employees are ready to produce, and continuous training and retraining programs follow in the colleges.

What we must avoid in our efforts is the creation of another bureaucratic boondoggle like CETA in the late 1970s. The duplication of facilities and qualified teaching personnel wasted billions of tax dollars and targeted only on "entry level" jobs rather than preparing the trainees for real career occupations.

The current Jobs Training Partnership Act actually reaches very few workers: only 10% at one end of the spectrum. In many places, former CETA personnel are in charge, and they are repeating many of the costly mistakes of that program. More must be done, and it must be done by a permanent agency working with business and education, if unemployment is to be effectively attacked on a long-range, preventive basis.

To underestimate the gravity of the problem is to risk continuing decline. It is excruciatingly ironic and almost impossible to believe that less than one generation after Sputnik and the national spurt it gave to our sciences, our high schools are virtually searching in vain for qualified math and science teachers. The lesson is clear: our response to Sputnik was just that, only a response and not a commitment.

As our nation's long-dependable edge in physical resources steadily fades, our dependency on human capital will grow and be with us forever. There are no quick fixes, and no one has a crystal ball. It is clear, however, that an enduring and binding commitment to vastly reducing the miseries of unemployment and its attendant adverse effect upon our nation and its institutions, must be made by government, business, industry and education.

Working together, we have the ability, the resources and the will to answer these challenges. Much of the delivery system is already in place. We cannot afford to neglect the task of keeping our people at work, no matter what else may happen.

# Can Humanities and Technology Co-Exist in Community Colleges?

Paul N. Thompson
President
Patricia Williams
Instructor, Humanities
Bellevue Community College
Bellevue, Washington

The idea that the humanities and technology should co-exist without placing either in a dominant position should not be that unacceptable. From the time that humankind diversified its manner of making a living from hunting and gathering to its current multiple-faceted economy, humanitarian principles have grown with the increase in technical adaptations.

Communication and preservation of an historical record enhanced our human capability to control/manage the environment. The creative arts grew in proportion to the tools, materials, and techniques that were developed. The exposure of larger portions of the world's population to the creative and performing arts has multiplied greatly by technological advancements such as the printing press, photography, radio, TV, and other telecommunications vehicles. To us, technology and the humanities are inseparable.

However, dilemmas over the uses of technology have arisen: because there are libraries filled with volumes espousing a variety of value orientations; because there are artists whose sense of the creative center (whatever that is) has been unnecessarily dimmed by the shadow of encroaching machines or chemicals; because history bares for us with painfully repetitive chapters humankinds' inhumanity; because we recognize the many and varied cultures housed on this globe have just as many and varied levels of opportunities to share in the uses of that technology for constructive purposes.

Over time, technology has pushed and shoved and erupted its way into, through, and over our lives. In most instances it has been embraced because it has brought comforts—increased health, less physical toil, ease of travel and communication. The negative spinoffs certainly are there for us to consider—to write about and weigh in terms of value for the global community—and it is to these value issues that a response must come and does come.

Paul's background is in the academic discipline of mathematics. He appreciates science and technology and all that it has provided. He does not fault the scientists and technicians for what their skills have created or can create —even though the use to which their creations might be put could be destructive. Theirs is not the crime any more than one whose creative use of a beautiful language turns it to libel and vilification intent on the destruction of a person or race of people. Both must be examined in the bright illumination of the range of values a global society can accept. He will continue to search for ways that can more efficiently and effectively make learning happen. Technology alone won't do it, but he is convinced that technological advances have made a difference and will make an even larger impact on the way in which instruction/learning occurs.

Thus, our thesis: *Humanities and technology must co-exist and support each other.*

We'd like to look at some practical translations of combining humanities/technology because we think that's vital in community colleges. Others agree with us. The Association Council for Policy Analysis and Research, an organization of 25 higher education associations based in Washington, D.C. whose purpose is to identify and bring to national attention issues of concern to all higher education and to stimulate coordinated analysis and research for public policy, suggests some practical translations of studies in colleges: "As this nation faces new international competition and a greater need to understand different cultures as well as America's and the western world's values and roots, the liberal arts become more vital than ever.

"The liberal arts in American higher education are alive, well, and indispensable. In a nuclear age, judgment is critical. In an age of change, historical perspective and creative ideas are imperative. In the year 1984, especially, we should celebrate language that is precise and telling rather than propaganda. Hundreds of liberal arts colleges in the United States do just that. They are the guardians of reason and sensibility, providing our young people with the foundations of tradition and windows into the future.

"Liberal arts colleges [and some others, I might add] have some practical applications for combining Humanities/Technology. They are introducing more work in ethics and foreign cultures, technology and quantitative skills. St. Olaf College in Minnesota has a 'Bridges' project whereby faculty members take fulltime assignments in nonacademic settings to sharpen their sense of the connections between liberal arts and work. And business executives are studying liberal arts courses at Williams, Dartmouth, Wabash and other campuses. As Charles Brown, chairman of the board at AT & T, said, 'There is a place—and a central place —for the liberal arts graduate in business. That's the good news. The bad news is that the good news is not better known.'" (*America Has a New Urgency*, Washington, D.C.: American Council on Education, 1984, pp 14-15.)

Trustees might say, "Well and good, I believe that, but it's not practical at community colleges." However, we have found that it can be practical.

Bellevue Community College (BCC) has a history of being "academically" oriented. The occupational/vocational programs comprise far less than half of our full-time equivalent enrollment. How did we get that way? 1) location, 2) other demographics, 3) importance assigned to a balance by the board and administration, and 4) faculty insistence on the importance of both. Further, we believe a mix of academic/vocational and humanities/technological in classes is not only practical but an ethical charge.

One direction for technology/humanities is interdisciplinary study. BCC trustees, administration, and faculty believe in the importance of interdisciplinary work in classes. We have added an American Studies program and an International Studies program to the curriculum and many classes are taught from an interdisciplinary perspective. Several methods of balancing humanities and technology in interdisciplinary ways are available.

At BCC in 1982 we felt a tendency for people to separate the vocational and academic efforts on our campus. Vocational students found themselves channeled into narrow educational experiences because of the technical nature of their programs. At the same time, the curricular demands in vocational programs limited vocational student enrollments in academic courses which would broaden their educational experiences, in particular in courses in the humanities which would help them explore cultural values.

At BCC some of the academic transfer faculty and occupational vocational faculty are shared. Some of our faculty members were desirous of establishing a better understanding of the complementary roles technology and humanities play in our society. In attempting to solve that problem in a small way, Susan Cowan in the Business Division and Pat in Humanities applied for a workshop project grant sponsored by AACJC/NEH "Strengthening Humanities in Occupational Curricula."

The college had to commit to sending a top administrator to the workshop in Los Angeles and to provide release time for Susan and Pat to develop and implement the project; to sponsor in-service workshops to assist other vocational instructors in developing their own modules; to provide support staff materials and equipment necessary for the development of a quality project.

Paul, Susan, and Pat attended the workshop and learned of other successful projects. In Fall, 1982, Susan and Pat began attending each other's classes, adding comments in class discussion which reflected the interdisciplinary perspective, and working on modules that would fit into the classes when they were taught in succeeding quarters. Later we gathered comments from students about the benefits of combining a vocational/business perspective with the humanities and vice versa, and then we presented the model to other faculty.

Here are specific examples of what can be done and the advantages of interdisciplinary work by faculty and students. A major advantage; these are samples of how the world works.

In American Studies "Frontiers" class, we looked at the landscape image of the frontier in American literature, history, and so on. Susan prepared and presented an annotated bibliography from a business perspective. She focused on how landscape influences business, specifically in site location and exterior design. She explained the influence and ethics behind the American myth of frontier/landscape and its relationship to value judgments about ecology, demography, industrialization and zoning as well as the effects of the decisions of the business team on human lives, all practical problems seen in newspapers every day.

In the American Heroes class which studied the effect of the Self-made man on both men and women, she taught the novel *Babbitt* from a business perspective while Pat taught it at the same time from a literary perspective. We believe in this process because this time at the community college is a brief interlude in student's lives, a tremendous opportunity to explore—who you are, who we are, who we have been, and why—all the world's wisdom connected by disciplines, not separated into disciplines. (*Humanities and the Art of Being*, Washington Community College Humanities Association, 1982, p. 24).

One student said, "Anyone would agree that a broad-based knowledge would greatly assist in our understanding of life, and yet we specialize. We study one aspect or facet of life and remain ignorant of the many other facets and their interconnection. Specialization is for insects." (*Humanities*, p. 144) In this class we looked at a topic as complex humans, not as insects.

As a reversal, in Susan's Personnel Management class, Pat presented time schedules from the 19th century Lowel Mills. We discussed the inhumane conditions then read pieces of the diaries of the Lowell Mill Girls to demonstrate that at that time for them, the conditions were wonderful. Again we explored the myths that we hold versus the realities. In addition, in Susan's Human Relations class, we looked at the impact that the arts, history and literature have had on students' lives and the development of their chosen business career. We explored the concept of power on organizational structures and how women and minorities could analyze, understand, and use this concept for their successful upward mobility.

We demonstrate that occupational success depends on cognitive skills such as information processing, conceptualizing, synthesizing, and on interpersonal skills such as communication and empathy and motivational characteristics developed by translating their dispositions into effective action. (Chickering, *Humanities*, p. 27) The humanities concentrate on teaching just that.

"... we must stop thinking of interdisciplinary studies as a dilution of essence and begin thinking about them as the essence itself." (Lamdin, *Humanities*, p. 92)

In addition to interdisciplinary efforts, we have maintained healthy Humanities Departments in the face of declining national interest in the humanities.

BCC has managed to maintain a vibrant literature offering in the English Department when at the same time enrollments were falling drastically in English Departments in the state. We attribute our success to factors we couldn't control but which worked in our favor, and factors we could control that we worked hard on.

Factors we couldn't control:
—An administration and some board members already partially predisposed toward the humanities.
—A faculty who for the most part recognized the importance of the humanities in their own lives and designed programs to include the humanities and courses of study for students.

Factors we worked on:
—Program and division chair monitored closely enrollment trends.
—Individual instructors prepared flyers describing their classes and distributed them to counselors, advisors, and their own students. Program chair, division chair and individual instructors acted as information resources for faculty who had questions about the viability of a lit course in the program of study under question—we "sold" our courses.
—English department faculty served on a wide variety of campus committees—we were visible and accessible.
—Humanities through close proximity of offices and close communication (Humanities division retreat, for instance, beginning of every fall quarter) supported each others' programs; we tried not to compete, but found the proper course for each student.

In addition we attempt to stay up with technological developments and use them when appropriate rather than fight them. For example: a Grant application to study feasibility of incorporating computers into composition classes; a new job description for an English Department position requiring computer assisted teaching experience.

Finally we keep our sense of humor. We don't feel superior nor defensive. We know the importance of our subject and its relation/necessity to other disciplines, and we're comfortable with that.

Students, trustees, administration, faculty, and community agree that integration of humanities into individual classes or programs of study is important.

They aren't like the parents shown in a *New Yorker* cartoon watching their son typing in his room: "Good news," one says, "It's economic theory, not a novel."

On the contrary, for example, one community leader said, "Do people need skills to be employable? Are the Humanities an important factor in the market place? Is the sky blue?"

A publisher in Tacoma said, "The Humanities are a tapestry which cannot fully be appreciated until most of the threads are in place."

A Director of Nurses said, "We find a lack in the nurses who have not had that broadening of the humanities. We also see part of that in the physicians. They are so science-oriented. They look at the disease process and see the patients in light of their liver or gall bladder."

An Air Force Colonel said, "In the modern military there's a lot of technical expertise that's needed. In the earlier officer years, you're likely to become more successful if you have the technical, scientific background. Yet in the highest levels, say from colonel up into general officer ranks, and admiral, the broad-based generalists are the ones that will inevitably come to the top because I guess they have an understanding for how things interrelate. Technology is only a part of life. It can't rule. You can't rule the world with a computer. Ultimately there's a human being behind it."

People like these exist in every community. They will speak out if trustees give them the chance, thus allowing trustees to hear from the community, and gain support for the ethical direction of their colleges.

One of the most important phases of combining technology/humanities on our campus came first from a state project.

The State Board of Community Colleges received a grant from NEH in 1979-82 for $543,000 for a three-year project to revitalize the humanities in Washington State community colleges.

As a result of this project:
1. Faculty from all over the state gathered together with the State Board and NEH consultants to plan and write the project proposal.
2. The State Humanities Association was formed and held an annual conference which granted Exemplary status to reward exemplary projects supporting the Humanities.
3. Technology/humanities groups were encouraged to submit proposals for combined projects, and humanities faculty to submit proposals to revitalize the humanities (someone's paying attention!).
4. New courses, new curriculum were provided for.
5. Humanities efforts in community campus day advisory groups were increased.
6. Consultant services of faculty to "spread the word" on their areas of expertise were planned and implemented.
7. Pro humanities-community college legislation was developed.
8. Students in Washington community colleges were surveyed to find what they thought of humanities courses in community colleges.

You must know by now that we do not agree with C. P. Snow, no matter how much we might admire his novels, that the humanities and science/technology are separated by "a gulf of mutual incomprehension... hostility and dislike."

At BCC we come much closer to agreeing with Alfred North Whitehead and many futurists such as Olmer Helmer, who has written a book that summarizes the views of many futurists, *Looking Forward: A Guide to Futures Research*. He suggests that the previous "gulf of mutual incomprehension" must end, that scientists are changing their routine behavior patterns by "realizing the enormous power and responsibility...in selecting among the multitude of possible futures of our society those whose probability of occurrence it ought to influence through appropriate policy recommendations." In order to "sell" those policy decisions, scientists must first "popularize science," so that the public becomes better-informed and can exercise their options intelligently through the democratic process.

Education must lead the way, Helmer believes, yet colleges and universities are not set up to do that. He claims that the faculty and scholars "are discouraged from devoting too much time to enterprises that do not find their rewards within the departmenalized promotion system. While this situation, by default, has left it primarily to industry and to government-sponsored non-profit corporations to carry out interdisciplinary pioneering work, there are strong indications that the universities will undergo the necessary administrative and curriculum reforms to enable them to resume the lead in this type of research." He goes on to suggest interdisciplinary, problem-solving courses that will not only enrich our lives but solve complex problems

He further suggests that long and short range planning on a state or federal basis is necessary because "the data requirements for adequate planning [in this growing complex society] are so vast and the interconnections between different societal facets are so intricate that a local planning organization cannot be expected to do justice to the demands of a proper planning activity."

However, importantly, "There is a need to distinguish more clearly between the planning function as such, which can be (and usually is) merely advisory, and the decision-making function that uses the results of the planning effort as an input. If we look on the situation in this light, there is no reason why the planning activity could not be highly centralized while still leaving the actual decision-making to the local authorities." Such was the Washington Community College Humanities grant, a state level plan which worked for the benefit of local education.

Education Secretary Terrel Bell suggests that people must have a broad education no matter *what* job they choose. He says, "Some say we're overeducating our population in the United States, that there aren't enough jobs that require a college degree. My answer to that is we may miseducate our people, but we can't overeducate them." He further suggests, "Excessive emphasis on specialized schooling won't actually prepare workers in the long run," Bell said. "We need a civility in this country that only comes from being educated in the liberal arts and the humanities." (quoted in *Journal American*, Bellevue, WA, May 8, 1984)

In the final analysis, if we have convinced you that the humanities and technology must co-exist and support each other on our campuses, you might ask—What can trustees do? They can work on or encourage grants and foundation awards. They can work with state commissions for humanities.

On your campuses you can ask for reports from Humanities Departments and from Voc/Tech Departments to keep up with their combined progress. You can form task forces to study specific problems like literacy.

The hottest issue right now is salaries—merit/market—we must have give and take from trustees and unions. Our common goal: the best people in the population must be trained as educators. The goal of unions and professional associations is job security and a fair wage for those already teaching.

If you buy our premise that humanities is as important as technology, then higher wages paid to technicians is a problem. One innovative answer in *The Futurist*, June 1983, states, "To relieve the short-term lack of math, science, and vocational teachers, rather than tolerate less than the best, the best retired teachers or business people in these fields could take a one to two month refresher course and return to the classroom for a year or two. To further alleviate the shortage, corporations could be encouraged to make available some of their skilled technical people to provide some teaching." (p. 20) Unions can help too. The Communications Workers of America have formed strategy centers to concentrate on a major objective to help workers know what's coming and help them adjust, not just react.

As trustees of community colleges it is appropriate that you ask the questions that determine the course of curricular policy. You may already have considered some of these:

1. What is the appropriate humanities requirement of occupational/vocational two-year programs? Certificates?
2. What is the appropriate humanities core for a two-year transfer degree student?
3. What are the opportunities for faculty to share instructional viewpoints regarding the role of humanities in teaching any discipline?
4. Is there an opportunity for community representatives, advisory committees, etc., to make their wishes known to the campus community regarding the breadth of the curriculum? What can the board do to assist?
5. Can the board of trustees emphasize the comprehensive community college mission through support of professional development programs which emphasize humanities?
6. In the rush to high technology, is there a balanced perspective on the part of the board of trustees for the long-term future needs of a global society?
7. How long has it been since faculty, staff, and administrators have addressed with the board of trustees the ways in which the mission and purpose of the institution are being met? Should it occur only when accreditation reports are to be made?

# A Role for Community Colleges in Redevelopment

Rozanne B. Wilson
Executive Assistant to Commissioner Barbara Hafer
Allegheny County, Pennsylvania

*Editor's note: This article is taken from a presentation given at the ACCT Northeast Region Seminar, Atlantic City, New Jersey, June 2, 1984.*

There was this little town in Vermont which had a very low unemployment rate, in fact, only one man in the whole village was out of work, his name was Grover.

The Town Council decided that if they could find work for Grover, they would have zero unemployment and make headlines all over the world.

It seems the town had a little park in the center with an old, rusty Revolutionary War cannon in it. The Town Council offered Grover the job of cleaning up the cannon and maintaining it . . . and he gladly accepted.

Months went by and Grover worked and polished until the cannon just gleamed. The whole town remarked about the tremendous job he had done. Then one day, Grover came to the Mayor and announced that he was quitting.

"What's the matter?" asked the Mayor, "Don't you like your job?"

"I love my job," Grover replied.

"Is the pay too low?" asked the Mayor.

"Pay's just fine," said Grover. "But I've been savin' up my money all these months and I bought me an old rusty cannon and I'm goin' inta business for myself!"

That little story illustrates that one must be careful with the whole area of retraining. Are we retraining for existing jobs, or for jobs like Grover held?

During the past 60 years, the U.S. established itself as the major industrial and agricultural power in the world. In the 1970's, double digit inflation became rampant; companies neglected long-range planning and capital investing.

Then in the 1980's—the unemployment rate in Allegheny County topped 15 percent. It was recently announced that the unemployment rate nationally had dropped to seven percent. Allegheny County's rate is still at 12 percent. More than 20,000 of the 75,000 unemployed were steelworkers who became known as "displaced or dislocated workers." The dislocated workers are those whose jobs have been eliminated due to foreign competition, advanced technology, or simply lack of consumer demand for the product/service. Because the displaced workers are unable to find new uses for old skills, they are entering the ranks of the structurally unemployed at a much higher rate than in the past.

At the same time the U.S. economy has been shifting from a manufacturing to a service economy of computers, banking, insurance, marketing, and advertising. The problems associated with these changes are primarily ones of retraining; training workers for new job opportunities in the service industries and new technologies in the manufacturing industries.

In March, 1983, the County and the Community College began discussions aimed at developing a major educational response to this unemployment situation. Earlier in 1982, the campuses of the College had developed workshops for the unemployed, focusing their concerns and suggesting educational alternatives to their situation. College surveys revealed that college graduates were employed at a far higher rate than the county's population in general.

The theory which the College holds is that any college education makes one more employable. This is evidenced by the data provided in the chart below. In today's fast paced world of work, one must be able to show an employer that he or she is capable of not only job growth, but also change. Approximately 80 percent of the "dislocated workers" had just a high school education. If a student gets an Associate Degree, it will make him or her more employable.

**National Percentage of Unemployment Rates of Workers 16 Years of Age and Over by Levels of Education**

| | |
|---|---|
| Less than 4 years of high school | 19.1% |
| 4 years of high school | 11.7% |
| 2 years of college | 7.6% |
| 4 years of college | 4.6% |
| 6 years or more of college | 2.4% |

Source: Unpublished Data, March 1983
From the Office of the Commission for the Bureau of Labor Statistics

The past successes and the manner in which the College was funded made the College the most reasonable local educational agent of a retraining effort. Through its four campuses and 83 major teaching sites throughout the County, the College offered a comprehensive, low-cost education that included 221 career programs developed in response to local employment needs.

The problem for the County and the College was to find a means of making these established programs available to the County's unemployed. Presently the Community College of Allegheny County is financed for capital costs by one-half contribution from the State of Pennsylvania and one-half from its sponsor, Allegheny County. The operating costs are funded: one-third State, one-third County, and one-third student tuition. The present budget of the College is $41 million with the County's share being $17 million.

The County Commissioners decided they would provide a $1 million financial aid fund of "last resort," to defray the tuition and fees, books and supply costs of unemployed county residents who wished to enroll in the College's programs. Applicants to the program were interviewed by trained counselors, who assisted them in developing an individual plan for using the resources of the College to enhance their employability in the local economy. Through this effort, the County had hoped to enroll and eventually return to the workforce 5,000 of the County's unemployed.

Within these guidelines, the College began the implementation of the Dislocated Workers' Educational Training Program (DWETP).

By the end of 1983, 10,178 inquiries had been received about the program.

To date, $3.2 million has been set aside by Allegheny County as a financial aid fund to pay for the retraining.

By the end of 1983, more than 4,000 men and women were taking credit courses toward a degree while an additional 800 were enrolled in non-credit courses.

Of the applicants, 73 percent were male. Regular daytime students previously were only 40% male. The average age of the applicants was 32 years, and the average age of regular daytime students was previously 20. The employment skills ranged from laborer to sales representative.

Twenty percent of the applicants had exhausted their unemployment benefits, and 51 percent had been employed in the steel industry.

General Business Training was far and wide the most popular curriculum choice (over 60%). Other popular areas, however, were Vocational/Technical Training, Engineering/Math, Computer Science and Health Services.

Receipt of this County money and college enrollment could have jeopardized individuals' eligibility for both unemployment compensation and/or public assistance. Both of these matters were appealed to the State with considerable success.

Another area in which our community college has been most helpful, is in the JTPA—The federal Job Training Partnership Act. Not only do they help to service the dislocated workers, but JTPA is targeted to economically disadvantaged clients. The Community College of Allegheny County through federal grants of a half million dollars acts as a service provider for such classroom training programs as clerical skills, security-systems installation, and medical technicians training.

Unfortunately, the skills acquired in both public and private education programs are not necessarily those needed by local industry in Allegheny County—therefore, we need CJT's or Customized Job Training. Since the County subsidizes the tuition of the students, it is into this area, CJT's, that the County would like the Colleges' training programs to begin to focus.

It is suggested that a regional customized job training capability be first developed at the community college level, because of its special role in Pittsburgh's education and training community.

The County through the Economic Development Department wants to make the College part of its "One-stop-shop" for prospective businesses. The prospective businessman could receive the assurances that his labor force could be specifically trained for the needs of his business by our community college.

A growing share of the College's services have consisted of programs to encourage economic development in Allegheny County. The College already has a good deal of experience in providing training programs specifically designed to meet the needs of industry, among the examples:

—H.J. Heinz: training for electricians in programmable controls.

—North Pittsburgh Telephone Company: electronics skills for telephone installers.

—Mobay Chemical Corporation: upgrading maintenance personnel in hydraulics, electronics, heating and air conditioning.

—Mine Safety Appliances Company: training employees in blueprint reading.

—Duquesne Light: upgrading word processing skills of clerical personnel.

—General Motors: training dealer mechanics in servicing advanced technology of new automobiles.

No issues are more important in determining our economic future than ensuring an adequate supply of appropriately educated and trained labor and in assisting all Americans in attaining their full economic potential.

Two-thirds of value added in manufacturing is accounted for by labor costs, only 12 percent by the cost of capital. Public programs that efficiently enhance the quality of labor can provide a more powerful growth and development than any tax incentive.

The nation's economic success in the coming decades will depend upon our ability not only to improve our basic education system, but also upon our ability to retrain people as their skills become obsolete.

The County and the College are excited by their roles in economic renewal and by the contribution they have been able to make in the lives of individuals caught in economic forces beyond their control.

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# The Proper Role Of Specialized Programmatic Accreditation

William Christopher
Director of the Division of
Mathematics, Science, and
Health Occupations

Robert R. Evans
Dean of Instruction

Faith Reierson
Coordinator of Nursing Programs

Olympic College
Bremerton, Washington

A dark cloud is beginning to appear over community college campuses throughout the United States. Its cause: specialized, programmatic accreditation.

Since the inception of accreditation in the United States, organizations dealing with institutional accreditation have grown from one to six. At the same time, specialized accrediting organizations recognized by the United States Department of Education have grown from one to sixty-three. This list of accrediting organizations does not include those various state agencies and boards which have been given the right to license programs such as state boards of nursing, cosmetology, barbers, dental hygiene, or real estate.

A look at the historical development of accreditation shows how this happened. American education is unique in that the development and maintenance of its educational standards are not the responsibility of a governmental agency but are maintained through a system of peer evaluation. Accreditation in the United States began in the early 1900's. The North Central Association of Colleges and Schools first published a list of regionally accredited colleges and universities in 1913.

The American Medical Association, in 1905, initiated specialized accreditation of medical schools as a result of the low quality of medical education in the United States at that time. The AMA was successful in their efforts and forced the closure of inferior medical schools. They also established the mechanism by which other professional organizations could become involved in the educational process. Thus was born the two basic types of accreditation, general and programmatic.

General or institutional accreditation is concerned with the quality of an entire institution and the accrediting network consists of the six regional accrediting bodies. Specialized accreditation, however, is concerned with the evaluation of a specific program within an institution by a specific accrediting organization. There are actually two categories of specialized programmatic accreditation; (1) state licensing agencies or boards which accredit programs and (2) certain professional organizations concerned with accrediting specific programs, such as the National

League for Nursing.

The majority of colleges do not challenge the right of special accrediting agencies to establish minimum competency standards designed to protect the public. However, many of the specialized accrediting agencies have drifted away from simply establishing minimum competency levels. In too many cases, they have narrowed their focus to the point that they are now attempting to manage not only the curricula but also institutional policies and procedures. In addition, some of them function to protect the professional interest of their members. Since the growth in allied health professions has been great in recent years, a look at some of the programmatic standards as established by these specialized accrediting bodies is enlightening.

The current *Allied Health Education Directory (9th Edition)*, published by the American Medical Association, lists accreditation standards for twenty-six allied health occupations. These published standards provide ample examples of the current narrow focus of various specialized accrediting bodies.

For example, in "The Essentials and Guidelines of an Accredited Educational Program for the Medical Assistant" section, it is stated that "A medical examination including a serology test and a chest film or results of an approved tuberculin screening test shall be a part of the admission record." For a program to be approved, this body is establishing admission standards.

Other sections specify staffing levels and job descriptions, ". . . Educational institutions conducting a medical laboratory technician program must establish the following functional positions and staff them with qualified individuals. Education Coordinator: . . . Duties of the Education Coordinator include participation in diadactic instruction; preparation of scheduled assignments in the clinical laboratory . . . admission policies . . . recruitment. Program Director: . . . the Program Director shall be responsible for the general supervision and coordination of the entire program including all instruction in the affiliated medical laboratories. Medical Director: The Medical Director must be a graduate in medicine . . . "

Programmatic accreditation can control the use of institutional facilities as implied by the following statement in the occupational therapist standards, "A laboratory must be permanently assigned for the exclusive use of the occupational therapy program." In some instances, even instructional methodology is specified, "Self instructional materials and appropriate audiovisual equipment shall be available and used whenever appropriate."[1] The above examples are indications that specialized accrediting bodies are requiring colleges to comply with a multitude of regulations that frequently go beyond establishing minimum competency levels for program graduates.

We are not alone in our condemnation of specialized accreditation. Ernest Boyer, President of the Carnegie Foundation for the Advancement of Teaching and former Commissioner of Education, stated, "Especially discouraging is the state of specialized accreditation. This is the machinery by which professional bodies move in to assess how adequately the job is being done. We found time and time again that they used specialized accreditation not to maintain high standards but to protect their own turf against the higher interests of the institution . . . Some specialized accrediting bodies dictate student-faculty ratios . . . and two or three actually demand that they approve the director of the program . . . "[2]

Why have colleges become so heavily involved with specialized accreditation? Colleges, at times, are their own worst enemies and frequently institutions have entered into specialized programmatic accreditation for the very worst of reasons. An institutional self-study recently submitted to the North-west Association of Schools and Colleges stated, "although the . . . program is not currently accredited by . . . agency, it is one of the major departmental goals to be associated with this prestigious organization. No school in our state is accredited by them."[3] This is a prime example of utilizing specialized accreditation to seek accolades from our peers.

At its December, 1983, meeting in Washington, D.C., the AACJC Board of Directors adopted a position paper submitted by the National Council of Instructional Administrators. This position paper reconfirms AACJC concerns regarding specialized accreditation. This paper should cause each college to reexamine its position on programmatic accreditation. Colleges should address the following issues when examining programmatic accreditation.

The financial cost associated with specialized accreditation can be substantial. Olympic College recently completed a self-study of its nursing programs for the Washington State boards of nursing at a cost of just over $12,000.[4] The state boards of nursing accreditation visit followed by ten months the institution's regional accreditation site visits, which found the college's nursing program to be exemplary.[5]

Another example of the high cost of specialized accreditation was recently given by the Chairman of the American Medical Association Council on Allied Health Education and Accreditation, "In a study done by CAHEA staff, using 1980 figures, over $10 million are spent yearly for the accreditation of allied health educational programs which relate to organized medicine. Of this, over $1 million are paid to review committees by the institutions which sponsor allied health programs. Finally, almost $6½ million are the estimated costs of the services rendered by institutional personnel involved in self-studies and site visits."[6]

Colleges are beginning to seriously question whether specialized accreditation improves the quality of education. The National Council of State Boards of Nursing data from the July, 1982, registered nursing licensure examination compares associate degree student performance in National League for Nursing and non-National League for Nursing accredited programs. As in the past, graduates from non-accredited associated degree programs again outscored those from accredited programs.[7]

It is time for individual colleges to take a hard and serious look at programmatic accreditation. They must define what role specialized accreditation will take at their institution and then determine those specialized accrediting organizations with which they wish to be associated. The decision to participate in specialized programmatic accreditation should be based primarily on answers to the following questions:

1. Will specialized accreditation result in an improved program?

2. Is specialized accreditation necessary for graduates to obtain employment?

3. Is the cost of specialized accreditation affordable?

4. Can the college live with the basic requirements?

In addition, each college should remember that specialized accreditation in many ways is similar to quicksand. It is much easier to get into than out of.

If all of the above questions lead to the determination that specialized accreditation of programs is necessary, then the institution should take steps to retain control of specialized accreditation by appointing one individual to act as accreditation liaison officer for the entire institution. Make this individual responsible for all accreditation activities including reports and sit visits. The college should also insist that accreditation visits be minimized and coordinated with the site visitation of the appropriate regional accrediting body.

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[1] *Allied Health Education Directory*, 9th ed., American Medical Association, Monroe, Wisconsin, 1980.

[2] *Trends*, American Society of Allied Health Professions, Washington, February, 1983.

[3] Source available from authors.

[4] Correspondence sent to Dean of Instruction, Olympic College, Bremerton, WA 98310.

[5] Report of Site Visit to Olympic College by the Western Association of Secondary and Postsecondary Colleges and Schools.

[6] "Allied Health Education Newsletter," American Medical Association/Department of Allied Health Education and Accreditation, November, 1982, p.6.

[7] National League for Nursing Test Service: "NCLEX-RN STATE BOARD TEST POOL EXAMINATION FOR REGISTERED NURSE LICENSURE: Table 3: Mean Standard Scores and Standard Score Range by Type of Program, RN Series 782, National League for Nursing Department of Evaluation Services, Report to the National Council of State Boards, July, 1981.

# Advocacy: A Trustee's Primary Role

Wilhelmina Delco
Member, Texas House of Representatives
Chairman, House Higher Education Committee

*Editors note: This article is taken from a speech delivered at the ACCT 15th Annual Convention in San Antonio, Texas, October 11, 1984.*

I have been involved in community colleges for a long time and they continue to excite me because they represent that thrust of education that indeed ought to reach into every community, and if possible into every home, in the United States. As trustees I imagine that if you take your responsibility seriously, in terms of priorities, your greatest challenge would be to make sure that everybody understood what the community college is and what it tries to do. In turn you would become strong advocates and supporters of what community colleges are all about.

Now that's easier to say than it is to do. I know this because I live in and represent Austin, Texas, which is the home of the University of Texas. Not only has the University of Texas passed Harvard in endowment, the graduates of the University are very fond of putting bumper stickers on their cars that identify in orange gothic script, if you will, "The University," with the assumption that everyone will know that that's the University of Texas. And since we eat by virtue of another institution of higher education in Austin, I sometimes kind of resent that kind of arrogance. But the reality is that if a person goes to the University of Texas for two hours, and Austin Community College for 20 years, they will still put UT's bumper sticker on their car instead of ACC's, and that's one of the problems community colleges have. The community college tends to have a very diverse constituency, but kind of a fleeting loyalty and commitment from its constituency. So that [illegible] community colleges, like Austin's, make a valiant effort to raise money, they find that the commitment is not as deep, nor the pocketbooks as generous as they would like. That represents a continuing challenge to you.

There are some very serious responsibilities that you have as community college trustees. I imagine that if you had to distill all of those responsibilities into one compact package, it would boil down to going to the legislature and trying to pull from the legislature a higher priority, which you would translate into more money, for community colleges. Since I have had the opportunity to work with state legislators, I am all too familiar with the reality that as you go to those legislatures for increased funding, the lines of other advocates for equally worthy causes are getting longer and longer.

There was a time when in most of our states education, since it is the constitutional responsibility of the state, was a top priority of the state. Therefore, there was not a great deal of difficulty in selling legislators on the importance of the high priority, and therefore a high appropriation, for education. And since community colleges represent a valid aspect of education, your job wasn't too hard.

But now, there are more and more people coming to the state legislators with more and more very very significant needs, and in the case of most states, with increasingly limited available funds. So that means your role as advocates for community colleges is much more important now than it has ever been.

I would like to share with you some ways that I, as a legislator, think would be helpful to you in your effort to strengthen your role as advocates.

The first area that I think is important to you in your role as an advocate is the one of emphasizing a specific issue. The tendency all too often is to generalize.

I served on a local school board for six years, and while I was on the school board in Austin, we went through the trauma of desegregating our schools. There were very strong feelings on several sides of that very emotional issue. I don't care how heated the discussion got, I never heard one person come to a school board and say they were opposed to quality education. Everyone was there in the name of improving the quality of education. So that if you go to your legislator and you say, "I am here because I want you to improve the quality of community college education," you have said absolutely nothing. It does not cost any legislator one thing to enthusiastically and wholeheartedly agree with you and promise to support that worthy and worthwhile cause. It doesn't cost a thing. So it is critically important for you to be specific in the issues about which you are concerned.

Even more important than being specific about your issues, you must be enthusiastic about your issues. With as many issues and advocates as we as legislators face, if you're lukewarm, you're certainly not going to generate any excitement in me. So you must become enthusiastic advocates for your issue, that's the first area.

The second area that's important in this whole process, is recognizing how important it is for you to be well informed about your issue, and that implies doing your homework. There is nothing worse than being excited and enthusiastic about something critically important to your college, and when you make your presentation to the legislature, having your facts wrong. There's always going to be a legislator that is anxious to correct you. Somebody is always going to know, so it's important to have your information both accurate and current. So information is very important.

The third area that is very important, is involvement. I started out by saying that the philosophy of community colleges was that it was that arm of education that was to reach into every community, and hopefully, into every home in that community. By definition, that means that you would not be representative in going to a legislative committee saying that you represented the community college if you were all female, all male, and in most communities, all old, all young, all black, all white, or all brown. It is very important to increase the circle of involvement, to say that the responsibility for advocacy is to include your constituent community members and not exclude. Now that's harder to do than it appears, because most of the time when we've worked very hard on issues, we want to make sure that everybody knows, "This is my issue, and I don't want some little group out there getting credit for all the hard work I've done. I know that it's a good idea, and since it's a good idea they are going to support it. So I can develop it, and I can nurture it, and I can present it. Then after I've gotten it all in place, I'll kind of invite them to join the bandwagon."

Some of the most surprised expressions that we see in the legislature occur when as Chairman of the Committee I have heard you trustees say, "This is something that the community of Podunk wants 100%, and we are all behind this wonderful idea." And as Chairman of the Committee I thank you, and then I am required to say, "Is there anyone present who would like to testify against this position?" The startled expression comes when some citizen from Podunk stands up and says, "I oppose it." Most of the time the opposition that you assume is not there, is in fact there because they have not been included in the plans for whatever that issue development was. Usually the tendency is that when you don't understand, and you feel left out, you oppose any change in the status quo. If I had to identify the single most important element of advocacy, it would be the concept of including rather than excluding, broadening that circle of involvement so that everyone understood what was going on, and therefore felt a part of and supportive of what you were doing.

Now that's not going to be easy to do. It's going to involve some extraordinary effort, because it assumes communication, it assumes cooperation, and it assumes coordination. It assumes that you are going to make an effort, no matter how small or how large your college service community is, to coin a phrase, "Reach out and touch as many bodies as you can." That is critical for community colleges. There has to be, in presentations to the legislature, a strong sense of community.

There's one more area I'd like to touch for you in your advocacy role, and that is the one of investment. I clearly understand that talking about investment in the terms that I am talking about to you, is kind of like preaching to the choir. But it bears repeating, because there are continual investments that must be made in your advocacy role.

There is the investment that must be made of time. I think that there has to be a commitment to go to the meeting and stay as long as it takes to get the issues addressed and resolved. For a lot of people, that's the biggest challenge of all, because so many of us have a meeting at 6:00, another at 7:30, and we're going to drop in on a couple of receptions before the 10:00 p.m. news. And if there is not that commitment to time, then the possibility of the issues that you must address at a legislative level being thoroughly researched and thoroughly representative and represented is fairly small. So there must be a commitment to an investment of time.

There also must be a commitment to an investment of talent. Being willing not only to volunteer your services, but to ask others to volunteer, then being willing to recognize and reward those who have volunteered. I am particularly glad to have been able to see your recognition of your own organization's volunteers ["M. Dale Ensign Award" and Lifetime Memberships]. And I like to add my congratulations to those people who have been recognized for outstanding contributions to this organization. It's important to be a volunteer and to recognize volunteers.

It's also important to recognize that "there's no free lunch," that somewhere along the line, serving as a trustee is going to cost money. I know you know that, but there are a lot of people who don't. They don't recognize that for most of us this is a labor of love. And although we can't often say that because it sounds self-serving, the reality is that we must be prepared to volunteer our time, our talents, and our resources, for a successful effort.

Your job of advocate is a job of lobbying. The job of lobbying is a job of selling. But can you think of a better or more worthwhile product than the one you're selling? The broad spectrum of community and junior college education reaches down through adult basic education to correct and retrieve those people who were either poorly served or underserved by the public or K-12 systems of education; it reaches those people who either cannot or will not participate in the baccalaureate level of education and serves them through the vocational/technical aspect of community colleges; it reaches the many young people and increasingly older people to whom the acceptable route to baccalaureate education is spending the first two years in a community or junior college; and continuing education.

There are so many aspects of the community and junior college that represent a unique opportunity to so many people, that you probably have the most exciting job of all. It is one to which you must bring dedication and determination and in some sense a great deal of discipline.

But the rewards: When you know that you have made a difference in someone's life; When you have turned someone around; When you know that you finally persuaded that "good ole boy," and that's what most of them are in the legislature, that this is really worth that extra effort and extra appropriation; The satisfaction of seeing a building fund successfully completed, a bond issue successfully passed, graduates proud of their accomplishments, communities that strongly identify with and support your program; then all of your efforts, all of the sweat, all of the problems, become worth it.

This is a difficult time for this level of education, because the spotlight has been on another area, and I suspect that the next spotlight will move right over community colleges and focus in on the senior institutions. But I can tell you that every single legislature is aware of your role and what you mean to our states and to our communities. We know that in the abstract. We know that for the most part, generally speaking. But the extent to which we believe that and vote that is up to you.

And so I would repeat, the responsibilities that you have for advocacy rest in your enthusiasm about your issues, your willingness to gather information on those issues, your commitment to involving your total community in those issues, and your continual investment of your time, your talent, and your financial resources in support of those issues.

I've talked about four "eyes" and since in Texas that's one of our state songs, at least in Austin it is, I'm going to leave those four "eyes" with you and challenge you to remember that in advocating the worthy causes of community and junior college education, "The Eyes of Texas are Upon You."

# Education Issues and Public Policy

Hubert H. Humphrey III
Attorney General
State of Minnesota

*Editor's note: This article is taken from an address to the Council of North Central Community and Junior Colleges, Kansas City, Missouri, September 24, 1984.*

As a public servant, there are some issues of education and public policy that I would like to discuss with you.

To be involved in postsecondary education in the 1980's must be tremendously exciting. In the last decade we have moved into an age of computers and robotics. From "Pac-Man" to "P.C. Jr." we live in the world of the microcomputer, and the microcomputer has signaled the advent of high technology.

High technology represents a vast new frontier of opportunity, a frontier that will require our educational institutions to develop the skills needed to fuel the growth of high technology.

Education has, of course, an indispensable relationship to this aspect of economic growth. This is particularly true in regard to education focusing on the practical economic concerns of preparing students for better jobs. For that is what students of today are demanding.

This shift to the practical economical considerations was foreshadowed in the last decade by the decline in students pursuing liberal arts programs in favor of increased interest in business and law. I believe that in the 1980's the focus will turn from business and law to what has been phrased "high technology".

The development of rapid technological change in the United States, and throughout the world, is directly tied to the efforts of our educators. Science education leads toward technological competence. Today, we are all reaping the benefits of the flurry of scientific activity and government-financed research in what is known as the Post-Sputnik period.

In order to continue with growth and development in this area, education must meet certain challenges. Some of the educational needs of high technology are obvious: a thorough upgrading of math and science, a need to establish specialized courses of study in computer applications.

Moreover, there is a growing need to have colleges understand where industry is going. This creates a climate where industry and education can and should be working hand-in-hand in an exchange of ideas and information. More and more we are seeing industry join hands with academe, not just in research and development, but in developing job skills and basic training. Although cognizant of some of the pitfalls, I applaud the collaborative effort of education and the high technology industry.

I look toward the future of high technology growth with a great sense of anticipation. In part, that's because the benefits from this developing technology represent tremendous opportunity for us in the Midwest. High technology is seen as a magic elixir to cure sagging economies. That stems from the fact that 75% of America's new manufacturing jobs over the past 25 years have come from what is loosely defined as high technology. Silicon Valley in California and Massachusetts Route 128 have been the traditional centers of this growth. However, we are beginning to see a shift towards increasing emphasis on the Midwest as a center for high technology. With it, of course, comes the manufac turing plants, the jobs and, hopefully, the chain-reaction of research and educational innovation.

The attraction of the Midwest for high technology development is a direct result of the availability of a skilled and educated workforce. It is because of the efforts of educators, such as many of you, that this area is seen as a potential center for high technology expansion.

Although I applaud the opportunities created by high technology, I am concerned, however, that we do not respond to it by concentrating solely on narrow vocational preparation. This is because the computer operators, analysts and engineers are also citizens in this great Democracy of ours. Each of them, each of us, has an obligation and responsibility to succeed at being good citizens—to become involved in not just our private lives, but also in our public lives.

In this Democracy we cannot leave our public responsibilities to just public officials. Those who founded this nation did not say, "We the politicians," or "We the owners of property," or "We the inheritors of wealth." No, they said instead, "We the people." The founders assured that each of us, as good citizens, would apply ourselves to the requirements of formingand implementing good public policy. The only aristocracy that Thomas Jefferson ever subscribed to was the aristocracy of a well-educated mind. He said to John Adams by letter:

> I agree with you that there is a natural aristocracy among men. The grounds of this are virtue and talent.

As we move into the post-industrial revolution period we must not fail to educate our youth about social goals, public purposes and the ethics of citizenship. Not all computer technicians will devote their careers to computers. Many may go on to become general managers, presidents, entrepreneurs. Some may become attorney generals, senators or governors. Each will require an ability to adapt to a changing work environment in an era of rapid change. Each deserves to receive an education that develops general intellectual capabilities and exposure to broader thinking about the world at large. Adlai Stevenson once said:

> Democracy is not self-executing. We have to make it work. To make it work we have to understand it. Sober thought and fearless criticism are impossible without critical thinkers and thinking critics . . . Democracy's need for wisdom will remain as perennial as its need for liberty.

As we approach the challenge of high technology, let us not forget the challenge of Democracy. As we prepare students to meet the specialized needs of industry in the 1980's, let us also prepare them for meeting the needs caused by human resource shortages. Let us prepare to meet both the economic and intellectual challenges of the 80's.

High technology represents a tremendous opportunity for economic growth. Let us meet that challenge by providing students with the skills needed for an innovative future. Let us also do our best to ensure that each student is fully capable of handling the responsibili-ties of citizenship. Our economic future is dependent upon preserving a free and open society capable of supporting new ideas. Let us work together to meet the challenge of the future.

# Spreading the Good News: Public Relations and Marketing

James S. Kellerman, Executive Director
California Association of Community Colleges
Sacramento, California

In order for our public relations efforts to be effective, we must look at our image. We need to examine how to better project an image for community colleges, and to decide what that image should be.

We're already projecting an image—that's not the problem. The problem is how to clarify that image. In a job like mine, you get some very intriguing correspondence from constituents.

You get a great deal more correspondence from the people who disagree with you than the people who agree with you.

At one time I was having a controversy with a person who was convinced that I was a very irrational soul. At one point in exasperation he sent me a book of poetry by a Danish mathematician who writes in a form that he calls "Grooks". You may have seen some of his books. His name is Hein and the poems don't rhyme, so this businessman said, "I think you'll enjoy this because it's poetry and I can't make any sense out of it and it doesn't rhyme." One of the poems was about mirrors, and it said:

"The thing wrong with looking in a mirror is that you can't tell what you look like when you're not looking in a mirror."

In the same sense, what does your community college look like? Does it look the same way that you think it looks? I want to suggest to you that it looks somewhat different from the way you think it looks. When you think about it, there's a lot of sense in that poem. Think with me of all the things we do, collectively, throughout the country, to present mixed signals to those who make decisions about our mission and the funding we need to implement that mission.

- We can't decide whether we're higher education, a continuation of K-12, or something unique. And collectively we tend to select from among these alternatives . . . depending on which is most advantageous for purposes of funding or retention of autonomy.

- We aren't clear about whether we're an educational institution, a social-service agency, or some combination of both.

- We maintain that we are "open-door" institutions, but when we are asked to supply information about what that means, in terms of who we serve, how we serve them, and the difference those services have made, we all-too-often resist supplying the requested information, and fall back to a position of "face-value".

- We maintain that we are "teaching institutions", and more often than not are unable to supply information about the student outcomes that result from the learning opportunities we provide.

We maintain that we are "the institutions of first opportunity and last chance" for millions of this country's citizens—and I believe that we are—but what can we tell coordinating boards and Members of the Legislature about the effects of the remediation and special support services we provide?

- We argue our differences in public, and separately lobby Members of the Legislature for this or that aspect of our mission, often at the expense of other equally important mission components.

- We're so good at creative marketing of our courses and programs, that we supply those who would criticize us with all the ammunition they need to do so. We cannot continue to offer courses in animal psychology, floriculture, and botony, with titles such as, "Inside your pet's head", "Floral arranging for fun and profit", and "Walking with nature."

This kind of creative marketing kills us before coordinating boards, the Legislature, and the press.

I'm tired of hearing legislators and other citizens misinterpreting the role of community colleges. I'm tired of talking about the need for better public relations, whatever we mean by that statement. If you share these feelings and want to see some immediate results let me suggest some practical advice that you and I can use.

Like the weather, public relations gets talked about a lot. But too few people ever learn to do much about it. I want each of you to be the exception and do something about it.

One of the greatest obstacles to implementing an effective public relations program is coming to grips with what public relations really means.

Community colleges already have an image. It comes from everything we are doing, or not doing. Therefore, the most practical approach we can take to public relations is to face the fact that we are in the business of public relations every day with every contact we make. The challenge is to build on what we've got.

Public Relations is simply a matter of doing good and telling about it. All of our colleges have excellent programs. But the main reason they don't all have excellent public relations is that not enough people are telling their story. Or they don't tell the right people at the right time in any type of planned, systematic way.

Here are ten specific ways we can build our activities into a recognizable and controlled public relations program:

**1. Good public relations starts with a strong identity.** Public relations is image-making. Every day you're making thousands of important first impressions just by writing letters and sending out printed material. A strong visual identity is the first element in establishing any kind of recognition program. If the public doesn't know what our community colleges do, we aren't going to have much of an image one way or another.

Many corporations are marketing slogans along with their names. We could benefit from this technique as well. The slogan gives a succinct statement of purpose. For example, "Here's what we stand for."

Every printed piece we produce becomes an opportunity to display our name and our logo. Identify the college prominently on everything produced—once we have the right identity.

**2. Identify our publics.** It costs a lot of money to conduct a public relations program to reach everybody in the world. But as we begin to carefully identify the specific publics that are most important to us, we begin to see that messages can be targeted to selected publics with greater frequency and at less cost. We can begin to set priorities, developing an overall creative strategy but with different messages directly related to each segment.

**3. Have a planned program with con-**

**crete goals.** To do a good job in public relations, we need a written plan. A written plan gives us control. It says what we will do and when. It can also say what we won't do.

It allows the college to take the initiative. Nothing is worse in public relations than being put on the defensive and becoming a victim of circumstances you didn't create. A written plan gives everybody a platform.

Setting specific goals goes hand in hand with a written plan. Identify public relations objectives to be achieved in terms of your activities—how many press releases, management meetings on public relations, public service announcements, magazine articles, contacts with editors, and so forth. Then assign dates for implementation of each item. Put the items on a calendar. Say what we are going to do and when we want it to happen, and we've got an action plan for public relations. Also state objectives in terms of the actions we want the public to take.

**4. Remember that the most important public is our internal public.** Keep our staff happy and informed. If they don't believe in the college, no one else will.

The most powerful form of advertising is word-of-mouth advertising. It is also the most powerful form of public relations. Important images about community colleges are formed by the direct, face-to-face contact our own people have with the public, so each college employee and college trustee has got to become an effective public relations person.

Everyone needs to understand our plan and his or her role in it. Get everyone involved at the beginning, and keep them involved. We should be our college's most powerful public relations resource. If our own employees don't understand and believe in our public relations program, it won't survive.

**5. Don't let the vocal three percent unduly influence public relations decisions.** In most colleges, there is a vocal minority, often called the leaders. These people become committee heads because they are outspoken and concerned. They may know what's good for the college, but they are not typical of the total college family.

A good public relations program always starts with an accurate analysis of how the public views a situation, not how we view it.

Individual college leaders are also prone to make their public relations problems the state's or system's public relations problems.

Some of the best public relations programs are those which teach how to become better public relations people on a day-to-day basis (through the use of public relations manuals and workshops). Often a regular publication on public relations circulated to all trustees and staff can help keep people "PR aware" and educate them on what they can do individually.

**6. Public Relations is everybody's job.** It has already been stated that public relations is an ongoing function. It's the job of every trustee and the job of everyone who works for our colleges.

Public relations is practiced throughout the college—from the receptionist and how quickly and pleasantly that individual answers the phone—to the editors of the college's publications and their ability to create exciting and stimulating material.

One means of gauging the extent and effectiveness of existing public contact throughout the college district is to conduct a communications audit: an objective survey and analysis of how the leadership is operating relative to the publics they serve. We might be surprised by the results, and we would have a handy tool for developing a better program.

**7. If we don't have money for public relations, we don't believe in it.** It has always been interesting to observe that so many colleges don't have money for public relations, until they get into trouble. Then all of a sudden the money starts to flow. They often spend 100 times as much money restoring a tarnished image as they would have had to spend to keep a good image polished.

Public relations is an important daily function, and until colleges learn to adequately budget for it, public relations won't play a significant role.

**8. Do unto others.** In public relations, you've got to make things happen. Don't let them happen to you. It's a business of acting, not reacting. Trustees and staff members must learn to anticipate events and prepare the publics accordingly. Every major decision made by the college board of trustees and staff should be carefully weighed for the positive and negative public relations implications. Colleges miss wonderful public relations opportunities every day because they don't take advantage of telling good news about new decisions and programs.

**9. Count your blessings frequently—orally and in print.** Remember that public relations is doing good and telling about it. So get the good news out. We've got to work full time in telling and retelling good news. Bad news travels fast. It will get there on its own. Be sure good news gets the headline. And don't assume that, because we've told something once in print, everybody got the message. It doesn't work that way. Not everyone reads our newspaper. If it's important news, it must be retold in several forms and at various times until we are sure the word is out.

**10. "Peoplize" our colleges.** Avoid an institutional image. People care about other people and human circumstances. In our public relation activities, therefore, try to humanize the college.

Attribute comments of the college to real people. Whenever possible show photographs of people, preferably smiling, pleasant people integrating with one another.

In your periodicals and special interest publications, use good people photographs to show the service orientation of your college.

We must develop a public relations effort that will create a clear, coherent image of our community colleges, not only internally but externally as well. Are we up to the task?

# Recent Developments in the Governance of Community Colleges

Veronica Kerr, President, Association of Colleges of
Applied Arts and Technology of Ontario
Chairman, Board of Governors, Conestoga College
Kitchener, Ontario

*Editor's note: In Ontario Community Colleges the term "governor" has the same meaning as "trustee" does in United States* Colleges.

To discuss the present situation of Ontario community colleges and its influence on governance is essentially misleading. It is like a snapshot—a moment captured in an image which presents the surface only.

Unless we are aware of what governors have done in the past and what challenges face governors in the future, we cannot hope to understand the realities portrayed in that snapshot.

In Ontario, we have a system—developed over a period of nearly 20 years—which features both individual college autonomy and central direction. Overall, the system of 22 colleges, each of which serves a specified geographical area, is the responsibility of the Minister of Colleges and Universities and her Ministry, assisted by an appointed Council of Regents.

This arrangement provides consistency and coherence to the system. It ensures that the primary focus of the colleges is on quality educational programs and services in furtherance of the skills-education mandate.

Such a situation may seem to limit severely the scope and authority of the governor's role.

Yet the geographical subdivision of the province into 22 regions, each served by one, and only one, college in fact gives governors quite a lot of scope and authority. Each college is an individual enterprise. Each is responsible for its own operations and program mix. Each is responsible to the constituency of its own region. Therefore, the board has authority for and influence upon the direction its college pursues.

Ontario college governors have thus had a traditional role as policy-makers and direction-setters for their respective colleges. This was especially true during the exciting, energetic, sometimes tumultuous years during which the colleges were established. Times, however, have changed.

Perhaps an analogy will clarify my meaning. In the early years, we governors helped in building, from the ground up, the family home on cleared, vacant land. We were involved in the design work of each structure; we were architects. Well, the home has been built for some time now, and our concerns are different. We maintain the home. More than that, we are concerned with additions and adaptations that reflect the reality of growing, changing life occuring within the home.

Unfortunately—one of the troubles of family life—our budgets force us to make hard decisions or postpone things we want to do. The dollars won't stretch far enough to maintain and build at the same time: at least not to the extent we would like.

Colleges are feeling pressures—pressures that have an effect on governance, and these have as much to do with the future as the present.

Colleges are concerned with education for employment, so our programs and operations are never static. Types of employment are changing. Some careers are dwindling, some growing, some changing radically, some appearing for the first time.

Colleges are active in technological education. At a time of extraordinary change in the nature and scope of technology, the relevance—perhaps even the existence—of our technology programs is precarious.

We can be sure that 1984's technology programs will be antiquated by the end of the decade, and we all know how much it costs to be technologically up to date.

The whole question of how best to serve our diverse constituencies is an ever-present and pressing one. For some time we have known that the student population is aging, that full-time education is becoming less of a realistic option for this population, and that learning for careers and relearning for new careers will be a common feature of most people's lives.

New programs, new modes of delivery and new services for mature students—and for students with special needs—will demand more college resources and more consideration from those who make policy decisions at colleges.

All of these pressures indicate the need to adapt the structures we built with such a sense of excitement and accomplishment in the 1960s.

But probably the single, overriding pressure is one whose mention conjures up the image of an accusatory finger pointing out guilt-accountability.

Ontario colleges are publicly funded. Ontarians are aware of Federal and Provincial Government deficits and want to know two things—where their money is going and how efficiently it is being used.

This pressure is exerted upward, from the public to the Government, and in turn is directed downward, from the Government to its enterprises and institutions. For Ontario college governors, it is here that their roles are simultaneously expanding and contracting, and here that they are being tested.

Governors, as a matter of course, need to be more thoroughly informed than in the past about their colleges, about the world of employment and about government education policies.

For instance, let us look at some of the possible effects on Ontario's colleges of increased demands for accountability. There is a trend towards standardization in the system: the tradition of individual college autonomy is being scrutinized. Along with this come the issues of rationalization and consolidation. Elimination of program duplication among colleges and even the restructuring of colleges along lines of program specialization cannot be dismissed from our thinking. Governors are trying to come to terms, today, with what the standardizing trend means for their colleges, and with what their role in the whole process is.

We have seen increased attention to audit procedures. This is likely to continue at many levels; the Government scrutinizing Ministry audits, the Ministry scrutinizing college audits, the college scrutinizing administration and campus audits, and administrators scrutinizing program audits. Governors must not only be knowledgeable about such procedures but also ensure they are in place.

In Ontario, consideration is now being given to the issue of colleges conducting fund-raising. This carries with it the implication, though by no means the certainty, of reduced government funding to colleges.

When it comes to dollars, governments

likewise must make difficult choices with limited means—and education may not always have such a high priority. Future governors may well have to be conversant with fund-raising procedures and initiatives.

There is as well the matter of academic accountability, which is directly linked to economic developments and priorities Nationally, Provincially and locally. Ontario colleges are accountable to the Provincial Government, and to our constituents, for the validity and relevance of the programs we offer.

We have little room for error at a time when the employment situation is volatile and hard to define with any degree of assurance. Constant change in program content and delivery will soon characterize the community college. Governors must be aware and informed of all this, in order to formulate policies which allow for the flexibility such a situation demands.

Lastly, there is the arduous but necessary movement of colleges from being reactive to being proactive institutions. Strategic planning is no mere buzzword; it is becoming an essential process at many Ontario colleges. Central to it is goal-setting, from which all activity flows and with which all activity must be consistent. Goal-setting is a traditional function of governors, but now and in the future this involves more thorough knowledge of both the college and the environment in which it operates.

With so much happening, with so many pressures that show no sign of abating, college boards of governors might move in any one of three directions.

One is to retreat into a passive role, essentially acting as a mere ratifying body. Such a board is not really involved in the college. When asked to or required to, it simply approves operational activities.

Another direction is overresponsiveness to the pressures of accountability by excessive involvement in day-to-day college operations. This tends to distract governors from larger questions, can lead to an atmosphere of contentiousness and even—in extreme circumstances—undermine the authority of the college president.

The third direction—an intermediary or corporate approach—is the most difficult because it demands the most: informed governors who know their role. And that role is limited, but essential and clearly defined: making policy and setting goals. Governors need to know the college, the community, the employment scene, Ministry directives and directions, and Government policies. Why? Because governors are in the unique position of being able to see the large picture and their own college's place within it.

Governors can and should be intermediaries between the colleges and influential decision-makers in the community. In Ontario, we have taken the intermediary role even farther.

Through ACAATO, the Association of Colleges of Applied Arts and Technology of Ontario, governors, presidents and other senior administrators have established effective communication channels with the Ministry, with the Council of Regents and among member colleges.

As President of ACAATO, I have had the opportunity to travel throughout Ontario and visit most of the 22 colleges. I find that in the main governors are aware of the pressures on all community colleges. I also find them more willing to meet with their counterparts from other colleges in an effort to share information and insight about problems, initiatives, trends, and financial, educational and community relations matters in reference to their colleges. My perception of college governance today is that it is taking a longer view, that it is moving into more cooperative modes and that governors are tending to become more rather than less active in response to the challenges colleges face.

Yet it is also true that you will see functioning examples of all three types of governance that I have mentioned—ratifying, intervening, and corporate—at colleges today. You will even see examples of each within individual boards.

However, the existence of the pressures I have mentioned is forcing governors to step back, to examine the situation and their options and to choose. Their choices will establish directions not only for their colleges but also for themselves as a board. Their corporate goal is, quite simply, to accomplish that most difficult and exacting task: to establish for themselves a sense of identity and common purpose.

To recall my earlier analogy, when the home was first built, college governors were the architects. Today, when the structure needs constant modifying, governors should not decide to become carpenters or opt for noninvolvement and simply sit back or walk away. The architects—as architects—are as necessary as ever.

The job is different, and building from scratch was easier. But the role is still there to be filled.

# The Role of the Community College in Restoring America's Place in World Competition

William H. Kolberg
President and Chief Executive Officer
National Alliance of Business
Washington, D.C.

*Editor's note: This article is taken from a speech delivered at the ACCT 15th Annual Convention, San Antonio, Texas, October 11, 1984.*

Your organization, ACCT, and the National Alliance of Business have a great deal in common. We in the National Alliance of Business, as business volunteers—and you and ACCT, as community volunteers are engaged in a common enterprise, a partnership whose ultimate goal is to unleash the productive capabilities of this nation's most important resource—its human capital. How well we meet that goal may, in large part, determine whether America will continue its position of world leadership.

My message comes in three parts and is simply stated. My first theme is that the competitiveness of the United States has been eroding for almost two decades and we, as a nation, and as a society, are in some trouble.

My second theme is that the community colleges, as this nation's pre-eminent adult education system, have a unique responsibility for halting the erosion of that competitiveness.

And, my third theme is that you have a unique responsibility and opportunity to participate now in training the most disadvantaged in our society through the Job Training Partnership Act.

We all know that structural changes are sweeping the world economy, uprooting old patterns of production. America, once the unchallenged leader in the world marketplace—the nation which built the world's highest standard of living by its productivity—the nation that boasted the world's most skilled workforce, is failing to keep pace with the economic revolution. Let me give you a few facts and a few numbers to illustrate my point. In 1950 the United States accounted for about 6% of the world's population, 40% of its GNP, and 20% of the world trade. Thirty years later in 1980, we represented 5% of the world's population, but our percentage of its GNP had been sliced nearly in half to 21.5% and our share of world trade, likewise, had plummeted to 11%.

Just 12 years ago, half the black and white television sets sold in the United States were made in this country, as were nine out of ten radios. We were the world's major manufacturer—producing 76% of all the world's automobiles and 47% of all steel. But by 1981, you couldn't buy a black and white television or radio that was 100% American made. We produce less than 30% of the world's automobiles and less than 20% of the world's steel; and even our much heralded high technology suffered from competition; and our high tech firms saw their share of world market sales slip from 79% to 47%.

To put it bluntly, by international standards of productivity, we are in danger of becoming a second class nation. During the past decades, we have failed to improve our performance as rapidly as our foreign competitors. From 1970 to 1983 U.S. productivity grew by a meager 20% in 13 years. During that time productivity gains in Japan soared by 145%; and our closest European allies France and Germany registered productivity gains of 77% and 75% respectively. Meanwhile the profitability of American manufacturing enterprises has been declining or been very slow. In fact, for most of the last decade you'd have done better to invest in bonds than invest in American manufacturing.

While this has been happening the real income of working people—our neighbors and our fellow citizens—has been going down.

It seems to me that there you have the picture, in a nutshell, of an uncompetitive system.

The causes of our deterioration are many, but let me tick some of them off, so you will quickly recognize these elements—a low savings rate, low investment, low productivity, high cost, poor quality, an unfavorable exchange rate, high interest, a terrible budget deficit, bad management, anti-trust laws, government regulations.

The significant thing is that if you add up all those things that I have just enumerated, the reason that we are losing competitively is that we do not have a strategy, as a nation, that is competitive. We in the United States have long believed that our comparative advantage of vast lands, vast human resources and vast natural resources would keep us forever. What our competitors, particularly Japan, have shown us is that you can live on a rock with no natural resources at all, and if you take a mind to: you, as a people—your comparative advantage—can outstrip the rest of the world. The comparative advantage of the Japanese, the Taiwanese, the South Koreans, and countless others—their comparative advantage—is found in the skill resources and the human resources of their people.

Competition is an integral part of the American system, but some of our nation's most innovative thinkers would argue that America is failing to compete with the world because we are too busy these days competing with each other. We see the public and private sectors as adversaries rather than as partners. Whether in business or government, we look to the market place as the ultimate decision maker, as the balance wheel between competing interest and products.

That approach may have worked at some point, but today we are competing against nations whose public and private sector function as a team. They work toward commonly agreed upon national goals. The most competitive countries in the world today are the ones that have nothing except the institutions that are tied together in a coherent way, with the capacity to arrive at a consensus about what it is they want as a people and as a society. While we have been indulging ourselves in adversarial relationships, other countries have forged partnerships of business, government and labor. While we have been debating private rights and public responsibilities other nations have recognized a common purpose and pooled their public and private resources. Faced with an unmistakeable national challenge, we have been working too often at cross purposes while other countries have established coherent national goals and have pursued them cooperatively.

You know, public/private partnership is not a new concept for Americans. Most of us are recent emigrants and our grandparents or great-grandparents settled this great land. The men and women who built this nation did it by working together. In our earliest communities there was no separation of public and private responsibilities. Everyone worked together to lay out the roads, to build the schools and the churches, to clear the forest, to educate the kids. Individual interests were merged into the great community interest and it worked for the good of the country.

But in the last four or five decades, we have unfortunately, I think, taken a divergent path of separating with a high wall oftentimes between them, the public and private sectors. And we no longer seem to recognize that public and private interests are part of the greater whole—our society.

To restore America's position of world leadership, we have to return to that concept of nation as family. We must understand our challenge and we must learn to work together again—business and government, labor and education—must all pull together if we are to meet these new challenges to our economic survival and our national security.

To move on to my second theme about the role and responsibility of community colleges to meet this challenge, as I mentioned earlier the comparative advantage of societies such as Japan, Taiwan and others, is the skill endowment of their people. As a first step then, in our society we must restore the productivity of our workforce upon whose skills our nation's future prosperity depends. And that requires a willingness by business and education to work together to create educational programs for the constantly changing skill demands of the national and international marketplace.

Let me focus for a moment on first the business side and then the education side, and see the comparative advantages of each and their role in our society. Each has a role which is crucially intertwined with the other.

First, business, it is a truism—and you all know it, but I think it is useful to keep reminding ourselves—that we live in a democracy; our economic system is a free enterprise system; 80% of the jobs in this nation are created and maintained by 10 million free separate employers. Only employers, therefore, have a constantly updated knowledge of new products, new processess, and therefore, new skill needs—the competitive struggle I talked about. Employers are the ones that are on the frontier. They're our competitors; they're meeting other nations and other companies day-in and day-out, and through that competitive drive they learn what skills are needed in their company and their industry in order to compete successfully.

Now let's turn to education and particularly the community colleges. Over the past two or three decades our states and localities have created what you know to be 1,200 postsecondary community and junior colleges with a total enrollment of 9 million. You not only enroll 55% of all entering freshmen in postsecondary schools, but most striking to me, the average age of your students is almost 30 years. Clearly, your network stretches across this land. You are uniquely local institutions—paid for by state and local tax payers, not the federal government. And you are already established, a certain judgment if one looks at the average age at adult training and retraining institutions of major scope.

I know that for the past three years you and ACCT have been promoting Business Industry Councils, which are a formalized attempt to draw together the public and private sectors for the benefit of both. You are to be commended for that effort. But I urge you to continue and never let up. You can't do too much in this area. There's never too much interaction. Public training institutions can only stay relevant if they're tied to the nation's employers.

Along this line, we in the National Alliance of Business pushed hard for the passage of the Job Training Partnership Act, and for the same reason I have just been discussing. Today 600 local Private Industry Councils, engaging 9,000 business volunteers across this country, design and operate training programs for the disadvantaged. In fact, our guiding philosophy in NAB is embodied in this—in what you are trying to do with your Business Industry Councils and the Private Industry Councils. We believe that public employment and training institutions cannot be effective unless they are tied closely and informed constantly by private employers as to how these public institutions can best meet the needs of the nation's economy. And as you will see later, it goes both ways—you need each other. This is my theme.

Let's turn to an examination of the role of training and skill endowment in increasing what I believe to be a badly needed productivity rise in the United States. A significant conclusion drawn from recent research in economic trends is that human ingenuity and skill is the cornerstone of economic progress. An estimated 70-90% of past productivity increases are attributed to the inventiveness and the skill of human beings in the labor force.

It is people, the human resources, the skills, the updating of those skills in our society as well as in the Japanese and other societies that makes the difference: and that's where your institutions play such a crucial role. Increasingly the requirements for human skill are broadening beyond mere professional need. New programmable technologies are much more flexible and adjustable, which is a major plus to private firms. This technology, however, demands that the workforce in general be equally adept at changing. This requires teamwork, enterprise on the plant floor, on the spot planning, ongoing training programs and a workforce that thoroughly understands the production process.

In general, the fast pace of technological change and the inherent changeability of the new technology itself requires that non-specialist and production workers improve their ability to learn, to understand, to communicate, to compute, and finally, to continually adapt. This new demand for human creativity and skill is changing attitudes about the role of capital and labor in the production function.

The classic business management practice is to use capital as an asset and labor as an expense—and we are now turning that around. More and more business managers are coming to recognize that a skilled, creative workforce is the asset and capital is an expense. The trend is strongest in the high tech field. As you all know, quality computer hardware continues to come down in cost as does quality computer software, and what do the silicon firms vie for and compete for? People, people with skills that can be applied to the new processes. That's what brings productivity, that's what is valuable, and that's what you're involved with, equipping our fellow citizens with skills, the adaptation abilities so they can continue to make their contribution to the competitive society that we need.

A parallel trend is occuring in other industries. High tech isn't restricted to computers or electronics. Sophisticated technology is now applied to the manufacture of automobiles, dishwashers, steel, and a myriad of other items. As business managers experiment with new production methods, the value of a skilled workforce that functions as a team is becoming more and more apparent. In the words of Peter J. Pestillo, the Ford Motor Company's Vice President for Labor Relations: "We made the corporate policy decision that a trained workforce is an asset to a company, and that labor would no longer be treated as our most variable cost."

Experience suggests that effective workforce training lays the foundation for labor productivity improvement. An example: in Japan a newly hired steel worker receives 60 days of training before being put to work. In contrast, and I quote here from *Businessweek* in June, "U.S. steel makers tell their new workers: 'buy a pair of workshoes, here's a hardhat, show up at the gate.' " And the difference shows in the productivity of the steel industries of those two countries.

In general, workforce training is taking a higher priority in production than ever before, and early evidence suggests that increased training is paying off. A report prepared for the Committee for Economic Development concludes that by far the most successful program in the human resource area, and indeed across all of the programs, is training. Out of 29 corporations that were surveyed, all but one mentioned it as a key program and 12 placed it in the top three for effectiveness.

The most immediate challenge for community colleges in this area of working with industries is, it seems to me, helping companies prepare for new production approaches. Outside assistance and partnership approaches can improve training effectiveness and speed up the adaptation process in the search for higher productivity.

Let me just share with you one example drawn from one of your own—Jackson Community College, MI. We all know about the quality problems in the automobile industry. Those quality problems not only affect industries themselves—the Fords, the General Motors—but also their suppliers. Working closely with Ford, the Jackson Community College spearheaded an effort—which combined the resources and expertise of the College itself, Ford, General Motors, the local Private Industry Council, and outside productivity consultants—to train management teams from 40 local firms in statistical process control procedures. The autoparts suppliers—these 40 that made parts for our major automobile manufacturers—are typically firms that do not have the internal resources or expertise to train for tomorrow's production methods.

A coordinated public/private effort aimed at improving workforce skills in these 40 firms undoubtedly makes a strong contribution in Detroit, and in Michigan, in improving worker productivity. This is but one example of customized training—you all are experts in it. I know that each one of you in your own way is working on customized training—working directly with individual companies or industries—to put your expertise, and the knowledge in your educational institutions to work on the challenge of job training. That challenge of preparing the workforce for economic change extends far beyond customized training, however. Employers continue to require the kinds of professional skills that can only be turned out by educational institutions.

As technological advancements are implemented in the workplace, many experts predict that the entire workforce of the United States will need to be retrained every 20 years. The community college system, of course, is ideally suited to addressing these training needs.

Finally, community colleges must always keep in mind that too many Americans not only lack valuable needed skills, but are actually functionally illiterate. This is something that we spend a lot of time on in the National Alliance of Business. There are 23 million functionally illiterate Americans. Moreover, there are some who would say that a common denominator among many of our presently unemployed, particularly those defined as structurally unemployed, may well be that they lack the basic educational skills that permit them to read, write and compute. And that same lack of basic skills renders them unable to take the training courses that you offer that could lead to employment.

This fundamental lack of education diminishes our total store of human capital and gives us a workforce that is not measuring up to today's demands. Let me conclude this second theme by quoting Senator Peter Domenici of New Mexico: "We are living in a world that demands individuals who can deal with a sophisticated level of technology and problems that we could never have dreamed of even 10 or 15 years ago. How can we presume a future of growth and productivity and prosperity, let alone just surviving, without making the investment necessary to ensure our own future? Without the commitment to make the investment we become the authors of our own fate, a fate that threatens not just our entire economic future, but our national security as well."

For my third theme, let me turn briefly to the role of community colleges and the Job Training Partnership Act.

The federal government this year is providing almost 3 billion dollars to be spent at the local level, by a partnership of local Private Industry Councils and local government, on buying training for one million disadvantaged individuals. This new federal program is results oriented. Performance standards are set up and they require that 60% of those completing training must be placed in private unsubsidized jobs, and that training should not cost on the average more than $6,000.

Our surveys show that during the first six month tooling up period, this emphasis on performance has paid off. About 500,000 disadvantaged people have been involved in these training programs in the first six months. Over 70% of those completing training in the first six months have found jobs. The key words in this new training scheme are as follows: performance standards, local control, a training emphasis, major employer input, and public/private partnerships. Each of these key concepts has direct relevance to America's community colleges.

Community colleges can be, and are, represented on local Private Industry Councils. Further, the law does not envisage, indeed the funding formula makes it fundamentally impossible, to set up special training programs or special schools. Instead, the law requires essentially that you should use accredited state and local training institutions to the maximum possible extent. And the emphasis on performance standards is certainly not strange to you in the community college system.

Our most recent Alliance survey on operations under the Job Training Partnership Act reveals that community colleges are becoming the prime provider of training under the Job Training Partnership Act. Our surveys also show that some 40% of the community colleges serve as grant recipients or administrative entities for the service delivery areas. In English that means that they operate the program in these 40 areas across the United States. This certainly emphasizes that local government and local business leaders in those 40 have found not only that community colleges provide quality training, but they know how to run things very well.

One last thought along this line—our organizations have just completed working very closely together along with other business organizations—the Chamber, the NAM, the Business Roundtable, many trade associations—in trying to get a new Vocational Education Act passed at the federal level. Congress has just passed that law and sent it on to the President for signature. We're very pleased with the changes that were made as far as business is concerned and they are consistent with everything I have previously mentioned.

We believe that business needs to be involved in vocational education at the federal, state and local levels—not to take over—this is an educational function, business certainly has no way and no expertise to do that. But, as I have said, 10 million employers in this country must relate to you; they must relate to colleges, to vocational education and education at evey level, if these public institutions are going to be able to do their job appropriately. That new law makes it easier, makes it possible, particularly at the state level, for caring employers to get involved with vocational education. And in our view, it may also help to make it more relevant, pointing the education, therefore, toward increasing the productivity of our workforce across the United States.

In closing, I just want to share with you a Chinese proverb that reads, "I hear and I forget; I see and I remember; I do and I understand." In this country we have another way of saying it: "Actions speak louder than words."

In this time of political campaigns, when we seem to be smothered in words, it is well to remember that the future of this country will not be influenced or changed merely by words, as much as by the understanding that proceeds from actions—and particularly what we all collectively decide to do about the situation in which we find ourselves and our country. We are all in this leaky boat together.

# Doing More With Less Money

Vernon A. Magnesen
Associate Vice President, Academic Affairs
Triton College
River Grove, Illinois

In this era of declining resources, many colleges are forced into a "maintenance posture," making the pursuit of academic excellence a seemingly impossible task. Declining resources, however, do not necessarily mean trimming needed programs or services—or even postponing major expenditures.

In today's economy a major role of the trustee is assuring that every possible opportunity for increasing efficiency and effectiveness of the college operation is occurring. There must be a maximization of all resources—time, personnel, finances.

Through establishing a climate where "creative management" is an ongoing expectation and innovative use of resources is a way of operational life throughout the organization, colleges will find that they not only can find countless opportunities for more economical operation, but they can also improve quality at the same time.

There are basically four approaches a trustee can take to increase efficiency: (1) Exhortation—the employees *should* be more efficient approach; (2) Pleading—the employees *should want* to be more efficient for the good of the district; (3) Threatening—the employees *will* be more efficient—*or else;* or (4) Analyzing, reasoning, creating—the employees will respond to the expectations that they are innovative individuals with ideas that can have immense impact on the college. This article is presented in the firm belief that approach (4) is the only one that will yield outstanding results, as it has at Triton College.

It is anticipated that every individual reading this article will obtain one or more ideas that will save his/her college at least $1,000, a number will obtain ideas that will save $10,000 or more dollars, and perhaps a few—if they zero in on "people productivity" may in fact end up with results, "valued" in terms of productivity, at $100,000 or more.

Secondly, the innovative use of resources—personnel, time, finances—will result in freeing present funds or time, or in generating new funds or time, that will permit districts to support those areas that are so closely related to academic excellence, such as development of adjunct faculty; professional development activities for all staff; research and development projects; and equipment replacement.

## Innovative Management

Innovative management is simply "a little extra." For example, Triton College was recently faced with unexpected settling in one of its buildings, posing a concern for a large window wall. The traditional options for remedy included replacing the glass with plexiglass—an $80,000 to $100,000 job; or boarding up the wall—an unsightly $20,000 job. The administrator in charge refused to limit his thinking to these two alternatives and pursued alternatives until he located a film used on glass in Japan to protect the glass during numerous earthquakes. The result of his "Innovative Management" approach was a total expenditure of $4,400.

This example is provided to illustrate the concept of innovative management expected of Triton College personnel. The "obvious" may not be the best, and frequently there are alternatives that may not only be cheaper but also better.

### Scheduling—A Major Component of Efficiency

In most colleges, class size has either a direct or indirect impact on the fiscal operation of the college, but few institutions give this major area the attention deserved. Airlines have been aware for many years of the cost of empty seats, but community colleges rarely have taken the time to determine what it costs them to operate in the same fashion. At Triton, a class of 11 students in a course with a 30-seat capacity, represents a revenue loss of over $2500. If ineffective scheduling results in two of the same low enrollment courses operating, not only is there a revenue loss but there is also a double staffing problem.

It is essential that all individuals directly involved—faculty, chairpersons, and administrators—pay constant attention to this area through not only year-to-year comparisons but also through five-year trend analysis to make sure that class size is not gradually eroding.

Scheduling has multiple cost advantages—decreased staffing needs and decreased staffing interviews, increased room efficiency, and perhaps equally important, improved public relations.

### Academic Float

Many opportunities are present for using strategy well known to the business world—accelerating revenues and investing the accelerated funds in short-term interest bearing opportunities (float). Through unique approaches such as establishing a lock-box to accelerate tuition receipts and moving these into short-term investments, considerable extra dollars can be generated for the college.

In cases where reimbursement from the state agency can be accelerated through early claim filing, it behooves individual colleges to make every effort to file as rapidly as possible, receive the reimbursement, and earn extra dollars for the district. The time value of money has seldom been as strong as it has been in recent years and no district can afford to have funds sitting in any non-revenue producing fund for even the shortest length of time.

### Assuming Vendor Roles

Although costs must be weighed carefully, it frequently is less costly for a college to assume some of the roles it has been contracting for with vendors. At Triton, for example, a one-time saving of approximately $300,000 was realized through moving to self-insurance.

Because of the large number of typewriters on campus, all requiring cleaning and at least routine maintenance, the training of a Triton college staff member to assume this full-time role realized an annual saving of about $14,000. In addition, because of his immediate availability, down time was kept to a minimum.

Service contracts need to be analyzed very carefully. A 1978 MIT study of appliance and service contracts showed that the price of service contracts on refrigerators was on the average 15 times greater than the actual repair costs and for solid state televisions, 10 times greater. Certainly, pros and cons of contracted versus self-provided services require careful weighing, but opportunities abound throughout a college for potential savings in this area.

### Vendor Negotiations

Vendor negotiations should be pursued for college expenditures with the same vigor one would expend in obtaining the best price for a private purchase. Three instances at Triton College clearly underscore the value of aggressive negotiations:

The college copy machine contract was reviewed and the college was able to replace two rentals with two newly purchased machines, add two new rental machines, and reduce its overall yearly cost by $2,640.

The student computer contract was similarly renegotiated, with the college receiving the latest model mainframe and 35 additional terminals at a cost $35,000 below the former contract.

The word processing lab was upgraded and four additional teaching stations were added plus two office stations at an overall cost $3,600 less than the former agreement.

It is essential to emphasize that all three of the above resulted in improvements either academically or operationally at substantially less cost to the college—the main point this article is making, *Doing More With Less Money*.

### The Largest Saving of All

Although the previous activities may be impressive, the greatest potential any college has for improved excellence in its overall operation is in the area of "Time Management" training, an area almost entirely overlooked at the college level.

Experts in time management consistently note that individuals, without previous time management training, can improve their effectiveness by two hours daily after learning some basic techniques.

Assuming a staff of 160 (administrators, faculty, classified) at an average hourly and benefit cost of $10 per person (probably low for most colleges), the hourly personnel cost of that college is $1600. If personnel could in fact become more productive to the extent of two hours daily, the value to the district would be $3,200 per day, $16,000 per week and $604,000 per year (assuming conservatively a 40-week year for all). Even if personnel became more productive by only *one-half hour daily*, the "value" to the district would be $150,800! Triton College has embarked on a major project involving time management training available for all staff on a voluntary basis, with 75 individuals signed up for the first two seminars.

### Other Savings

In addition to areas previously mentioned, Triton College has been able to continue to support academic pursuits through a variety of cost-saving measures. Included (in part) are (1) development of a formula for course fees, replacing the former lab fees with a more realistic assessment of added cost areas; (2) purchase of carpeting directly from the mill for a year's saving of $20,000; (3) financing through college's bank instead of vendor for a lease/purchase, saving the college $30,506, plus three percent for paying in cash, plus 90 days free maintenance; (4) purchasing asphalt equipment and doing asphalt paving through hourly seasonal employees, saving an estimated $100,000 yearly; (5) reducing workmen's compensation through an aggressive safety campaign and regular building inspections; (6) centralizing air fare ticket purchases in one office to assure best price purchases; (7) implementing early retirement program; plus a variety of miscellaneous actions all resulting in operating efficiently and effectively.

### Conclusions

Most colleges can actually do more with less resources if they will take advantage of opportunities existing for increased efficiency in utilization of resources—people, time, dollars.

In order to attain the above, however, there must be a college-wide commitment and continual attention to resource utilization. Finally, it must be realized that innovative ideas for either cost saving or revenue producing opportunities are not the province of a few select individuals but can and do exist in persons throughout the organization.

A good way to begin at your college is to simply ask each area: What have you done in the past six months—or what do you plan to do in the next six months—to reduce costs or produce revenue while maintaining or improving academic excellence? This is the approach Triton College trustees took a few years ago and it continues to pay rich dividends.

# Can Board/President Relationships Promote Quality Education?

Sandra L. Ritter, Vice-Chairman
Oakland Community College
Bloomfield Hills, Michigan

My approach to board/president relations is a little different, but what I am about to say is not new, exciting, innovative, or earth shattering. You will not hear it on the 6:00 p.m. news, or for that matter will it be practiced by all boards and presidents.

In fact, what is about to be discussed can be heard at any ACCT or AACJC conference aimed at building more effective board/president relationships, which in turn, brings about quality institutions that provide quality education for our students.

The quest for quality education is never ending. Parents seek it for their children, students for themselves, and politicians for good press and votes in November. Faculty, administration, and yes, even board members, strive to create, provide, and publicize quality education at their institution. Each group mentioned, searches for quality in a slightly different way; and each group measures and defines quality differently, but all agree, whatever quality is, we must find it and exploit it before a new watchword becomes vogue.

In the quest and debate revolving around quality education, two things become apparent: (a) no one really knows what they are looking for and (b) they won't know it when they find it.

There is a risk being taken in all this searching, that instead of defining quality in terms of the community, which the college represents, we look to measure it in terms of comparisons—like apples to oranges. Quality education has a different meaning to a returning unemployed male of 40, than it does for a displaced homemaker, or an 18-year-old preparing to transfer to a four-year institution. Yet, little consideration has been given to the student or consumer's definition of quality education.

However, the question is, can quality education stem from a certain kind of relationship between the board and their president?

Personally, I doubt it. First, because no seven-member board or chief executive I have ever known has single handedly created or mandated quality education at their institution. It's like Congress trying to legislate literacy—impossible! Secondly, attempting to integrate the ideas of professional educators with lay people, who often have their own interests, opinions, and agenda, becomes an admixture of conflicting directions, just like oil and water. Just the time alone that some trustees command from staff, interferes with the staff's capacity to devote their efforts to college operation.

But, if quality can be achieved through some magical relationship, then what might be the components?

By examining numerous articles and a few books written on board/president relations, one may conclude that as long as trustees and presidents know and understand their roles in relationship to one another and the college, everything will be right with the world.

Some of you believe this. I did, but I have found that knowing and understanding are not enough to ensure quality in curriculum, staff, faculty, administration, or in boards. Knowing doesn't ensure doing.

I know the duty of trustees is to make policy, hire/fire the president and check on the administration to see if they are implementing said policies in an effective manner.

I also know that the president is supposed to keep the trustees informed regarding those variables that presently influence the development of those curriculum and business operations of the college; and foretell those that will influence us in the future.

After all, the duty of looking after the college requires that a trustee be well informed to set policy and to make honest, good faith decisions in regards to college operations. Such duties placed upon trustees and presidents are certainly paramount to all others-*but*-what is blatantly absent is their loyalty to the college because they, both trustees and presidents, are not able to subordinate their personal interests for the sake of the institution as a whole.

To prevent this selfishness and shortsightedness, and truly lead our colleges, presidents and trustees must put the college's well-being ahead of their individual preferences or styles. By focusing on the purpose of our being, we can eliminate the time spent on peripheral topics and concentrate on strengthening the college's role in the community.

Discussion of growth, direction, philosophy, community needs, and accountability are brought up all too infrequently. While we are reacting to current crises, 20 more are encroaching. Why must we take the reactive approach to governance instead of proactive?

While trustees wait to be updated about changes and trends in postsecondary education, we run the risk of losing sight of future needs and projected trends.

Since accountability extends to everyone, boards, presidents, faculty, administration, and staff—definite, measurable performance standards should be developed for all levels.

Development of long range strategies that correspond to the community which you serve should be instituted, along with a means of evaluation to measure the college's effectiveness within the community.

In conclusion, since trustees, by constitution, have the legal responsibility for what happens on campus, even though they may not physically be there more than once a month, quality in the boardroom must be the prerequisite and example for the rest of the college to follow. Development of fair, equitable, and reasonable policies lead to an effective operation of the college's administration and educational delivery system. Enlightened fulfillment of responsibilities includes having the self discipline to not interfere with, and confuse the management function of the college.

Yes, we take a risk of "losing our inherent or percepted power", but because community colleges are what they are, they make our jobs different—our very uniqueness defies those forms of traditional education our students do not choose to pursue.

Trustee satisfaction should come through observation of the excellence of our programs, as measured by the success of our students.

## Trustee Ethics

James B. Tatum, Board President
Crowder College
Neosho, Missouri

This discussion of trustee ethics might have been entitled "How to not only look good, but be good and stay out of trouble."

If you go to the dictionary, you will find one definition of "ethics" as being the "discipline dealing with what is good and bad and with moral duty and obligation," or "a set of moral principles or values." Therefore, to be ethical would be to behave in accordance with the established moral standards of conduct.

Having used that definition, it is immediately apparent that society might have varying standards in different locations around the United States, and it is further obvious that each of our lifestyles and sets of values can be quite different.

I do believe that means a board of trustees needs to come together to study for itself what ethics means to *that* board. It may be that the result is reflective of the general standards of the community, and it may not be, but I believe that exposure to the process and resultant articulated standards is worthwhile.

I emphasize that this means setting aside special times for a board, (perhaps in a retreat setting), to talk about these matters and the possible ways that trouble may be avoided, to examine the many ways that we human beings abuse some of the trust that we have been given, and to put into place some of the mechanisms to avoid such problems.

I would like to take note of the fact that most of the world's great religions speak to treating others as we would like to be treated. It seems to be a rather widely accepted principle, and I think it should help as a guiding light. Once again, I believe it really is important for us to put into place the mechanics of what we're all about in the behavioral arena.

The law is at least theoretically designed to create some legalized standards by which we should live and behave. To know what the law is in your given state pertaining to your duties as a college trustee and what the law is as it pertains to all public servants elected or appointed in your state is very important. My guess is that there is some lack of understanding of the law on the part of many trustees.

I am reminded that in criminal law frequently it's very easy to see what a major crime is, but as lawyers would tell you, there are lesser offenses which are not obvious to everyone. It is therefore most important that we attempt to realize the full spectrum of possible wrongdoing, whether that be a violation of actual law or one of unfairness. A lack of understanding in this area seems to have trapped many persons who basically were good people, but fell victim to inadequate information or common practice.

Let me start by expressing a concern about the area of conflict of interest. It certainly should be obvious that we make sure that we do not conduct business with ourselves as we serve as trustees. Sometimes a full examination of this concept would turn up some issues that we could have some disagreement about.

I know of a situation when a district was first formed, where four out of six persons on the board had, in one way or another, interests in different banks, either as an official of a bank, a major stockholder of a bank, or as an attorney representing a bank. I can assure you that there was some considerable lively discussion early on, especially as there was a difference of opinion. It was resolved by agreeing that no business would be done with any of those banks and that policy has been carried forward for these many years. As time has passed, even those most vehemently opposed have agreed that it was the best course of action. No matter what the legal technicalities might have been, it stood as an example to the public that there was no self-serving interest involved in being on that board of trustees.

Another area that no doubt is spelled out in your state's law deals with doing business through sales or services directly or indirectly with one's self or one's immediate family. Although it may seem obvious, employing a trustee in an official role with the college or the college foundation has potential for real problems. Certainly a trustee maintaining an office on campus can be fraught with peril. Certainly, employing one's relatives in any way, shape, or form stands clearly as a potential problem for the board member and the institution.

The degree of relationship as spelled out in your state's laws is important to know, but I have a personal feeling that merely abstaining on a vote to do business with oneself or to hire one of your relatives, although complying with the strict interpretation of your state law, still is not totally ethical. People need to realize that merely abstaining from a vote does not relieve the pressure that may inhibit the votes of the other members of the board. In my opinion, such practice can lead to not only bad public relations with the citizens of the district, but can open the door to an erosion of standards.

The above statement opens the door to an area of concern about what is actually right and how, in fact, the public may perceive your actions. This is a thorny issue because I think we have the potential to go overboard and perhaps fail to act at times simply over what someone's perception may be, but at our own peril we ignore public opinion. I might weave this point in with one that has to do with the very appropriate issue of trustees becoming better educated, which means that you should attend meetings to upgrade your skills as a member of the board.

I would like to address the area of expense accounts and accountability. It is continually amazing to me, as I have served these many years, to hear trustees speak of the different ways they account for, or in some cases, fail to account for, their expenses. It tells me that there is considerable looseness across the land and that many people could not stand the light of analysis. For a certainty, there should be an accurate accounting, and if you have things that are on an expense account that you would not like the general public to know, you must know that it needs a hard, long look, and perhaps a procedure needs to be changed.

I would send up a red flag at this point about things that have become accepted practice. You may be a trustee of long standing, or you may be one just coming on board. There really is no excuse in either event for any of us not to review our procedures and to just accept something because it has been done a certain way. We need to take a penetrating look at not only those things that affect us personally as a trustee, but those things that are being done by the president and the staff, faculty, and employees of our respective colleges.

Inordinate travel budgets and expenditures can truly be a problem, but sloppy accounting, and such practices as "double dipping," can create a lot of hot water for the unsuspecting, I assure you. Once again, to put into place procedures which ensure accurate and honest accounting is important.

If, as I have alluded to earlier, the matter of ethics is closely related to "The Golden Rule," could we then say that an important consideration which should bear much fruit in more harmonious operations would be the matter of courtesy, open-mindedness, regard for your fellow board members' opinions and those of others in the constituency? Perhaps rudeness or abrasiveness should not fall in the realm of ethics, but I think so. Somehow such things seem to go hand in hand.

I would be remiss if I did not address the area of professionalism. I think it is utterly impossible to be completely ethical without having the right motives. I could speak to the person who wants to serve on a board of trustees for political gain or as a stepping stone to some other office; a person who is simply a status symbol seeker—who wants something else to look good on a resumé.

The self-seekers whose egos are turned on by being elected or appointed to a board really are starting from a very shaky foundation. You can apply any number of circumstances to such a rule, but to me it would seem that each person should have a very deep and dedicated desire to want to serve the people in this very exciting community college endeavor. It is true, however, that many people who have come to boards with a single issue, have in due time opened their minds and have become very good board members. That has to be encouraging.

I would like to briefly mention confidentiality. To consider certain items as confidential and to treat them as such is very important. To be sure, most of what any board will do is public record. However, certain pieces of information discussed in a closed executive session certainly should be considered as until such time as the information has a need to be made public. There may never be a time that there is a need for public disclosure, and we need to be aware of such issues.

Boards upon occasion have need to deal with problem trustees. This is a proper role of the board chair unless the problem happens to be that person. At any rate to communicate one-on-one with openness and sincerity may be helpful. A board retreat using outside help to deal with such a problem or problems may also be most helpful. I believe learning what our jobs are all about in the most fundamental way can negate ethical problems.

The entire discussion of trustee ethics would cause me to employ the idea of what's fair and what's not fair. My guess is that most of us are not or have not been in the past totally aware of all of our prejudices, word usage, and actions which create in the minds of others unfair situations. I would like to think that we are all educable, that given the fact that none of us arrives at any point in a state of perfection, at least we're open to learning.

As an example, if one can accept the statistical evidence that women are paid less for doing the same jobs as men and that women have had a more difficult time moving up the ladder and that there has been a relegation of women to those jobs that are considered to be traditionally women's jobs, I think at least we have the beginning of some understanding. This is not to say that many people in the country and many boards are unfair. I think through exploration and openness, we have learned a great deal about this subject, but I continue to find that it is through force of habit from the male world very easy to deny not only the rights which we claim that we embrace for all those we deal with, but to in fact reinforce the depressive side of goodness. Only through a careful, thoughtful approach to this issue can there begin to be awareness through illumination. I would challenge each of us individually and collectively to take a hard look at this issue. I've used the example of women, but it's equally appropriate to many other groups—ethnic groups and other issues.

I think ethics pre-supposes that there is a responsibility on the part of board members to do their job. You need to know what your responsibilities are and how you can best implement those responsibilities. It may well be that the board needs to take time to sit down together, perhaps in a retreat setting, to not only learn more about the job of being a trustee but also to articulate what trustee ethics means for that particular board. ACCT has published a "Code of Ethics" which may be appropriate for you. I'm not as interested in being legalistic with such a written code as I am in coming together with a sincere conviction on the part of every board member about what constitutes ethical behavior.

Additionally, one trustee responsibility is to act as a court of appeal, perhaps as a part of due process—or as a part of a grievance procedure. We have the opportunity to strengthen our institutions by our ethical behavior in the way we handle complaints made individually to us as board members by carefully insisting that the agreed upon procedures will be followed!

We're very prone these days to say something is the bottom line, and I believe I'm saying that I recognize that the ideal would be for people of high character with great sensitivity to others, and I think depth of understanding in the field of ethics, to be on boards of trustees. But the real bottom line has to come when we know that these boards are made up of the trustees who have been elected or appointed, and they are who they are and what they are, and because of the worthiness of not only their individual colleges but community colleges in general across the nation, it is incumbent upon us to take the time to look at this matter, to study it, to have input from staff and faculty, and to come to an agreement on certain policies which would be commonly shared and provide not only a set of standards, but an educational process by which we can improve.

I would like to bring to you a list of 10 items which may be helpful as you think about who you want to be as a person on a community college board of trustees.

(see next page)

# TRUSTEE ETHICS*

Code of Ethics for Members of Community College Boards of Trustees:

1. To devote time, thought, and study to the duties and responsibilities of a community college board member that I may render effective and creditable service.
2. To work with my fellow board members in a spirit of harmony and cooperation in spite of differences of opinion that arise during vigorous debates of points of issue.
3. To base my personal decision upon all available facts in each situation; to vote my honest conviction in every case, unswayed by partisan bias of any kind; therefore, to abide by and uphold the final majority decision of the board.
4. To remember at all times that as an individual I have no legal authority outside the meetings of the board, and to conduct my relationships with the community college staff, the local citizenry, and all media of community on the basis of this fact.
5. To resist every temptation and outside pressure to use my position as a community college board member to benefit either myself or any other individual or agency apart from the total interest of the community college district.
6. To recognize that it is as important for the board to understand and evaluate the educational program of the community college as it is to plan for the business of college operation.
7. To bear in mind under all circumstances that the primary function of the board is to establish the policies by which the community college is to be administered, but that the administration of the educational program and the conduct of college business shall be left to the employed president of the community college and his/her professional and non-professional staff.
8. To welcome and encourage active cooperation by citizens, organizations, and the media of communication in the district with respect to establishing policy on current college operation and proposed future developments.
9. To support the state and national community college trustees association.
10. Finally, to strive step by step toward ideal conditions for the most effective community college board service to my community, in a spirit of teamwork and devotion to public education as the greatest instrument for the preservation and the perpetuation of our representative democracy.

*From *Trusteeship—Handbook for Community College and Technical Institute Trustees*, by George E. Potter, ACCT, 1979.

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